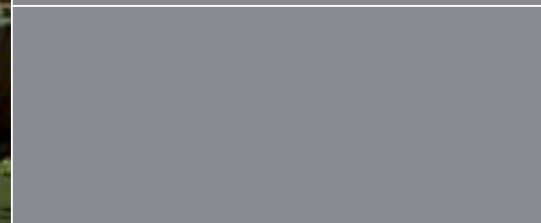
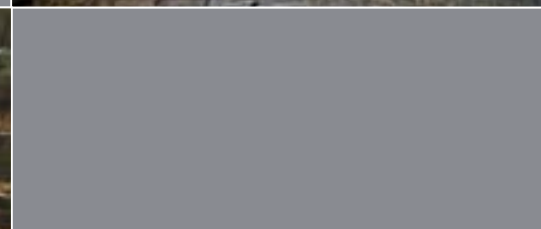
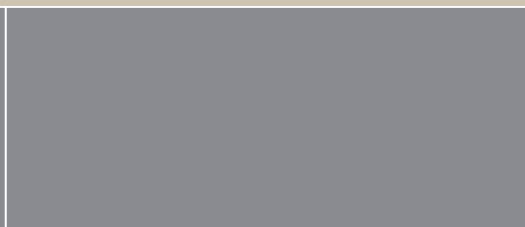
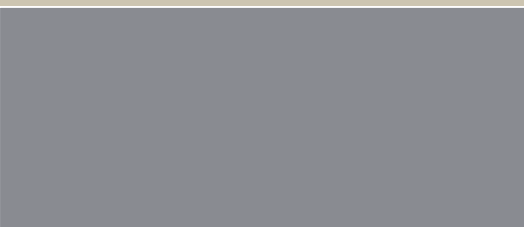




# Results of Development Cooperation through Norwegian NGOs in East Africa

Report 1/2011 – Evaluation

Volume II



**Norad**

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# **Results of Development Cooperation through Norwegian NGOs in East Africa**

**Volume II  
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**Ternstrom Consulting AB**



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## List of Acronyms, Case Narratives

ABEK	Alternative Basic Education for Karamoja
AIDS	Acquired Immune Deficiency Syndrome
ARC-Aid	Action Resort for Change (Norway based)
ARC-Kenya	Action Resort for Change (Kenya based)
BAKWATA	National Muslim Council of Tanzania
CAT	Change Agent Training
CBR	Community Based Rehabilitation
CCT	Christian Council of Tanzania
CCT	Centre Coordinating Tutor
CDO	Community Development Officer
CHRISC	Christian Sports Contact
CIK	Care International in Kenya
COWA	Companionship of Works Association
CPTC	Core Primary Teachers' College
CSWD	Chole Society for Women's Development
CVTS	Centenary Vocational Training School
DCDO	District Community Development Officer
DIAC	Dodoma Inter-African Committee
DPO	Disabled Persons Organisation
EAC	East Africa Cup
ECDE	Early Childhood Development and Education
ELCK	Evangelical Lutheran Church of Kenya
ELCT	Evangelical Lutheran Church in Tanzania
EMACK	Education for Marginalised Children in Kenya
EMIMA	Education, Sport and Physical Activity ( <i>Elimu Michezo na Mazoezi</i> )
FBOs	Faith Based Organisations
FGM	Female Genital Mutilation
FOKUS	Forum for Women and Development
HI	Habiba International
IAC	Inter-African Committee on Traditional Practices Affecting the Health of Women and Children
IRCPT	Inter-Religious Council for Peace Tanzania
Isis WICCE	Isis Women's International Cross Cultural Exchange
KCA	Kenya Change Agent
KES	Kenyan Shillings
KIWAKKUK	Women Against AIDS in Kilimanjaro ( <i>Kikundi cha Wanawake Kilimanjaro cha Kupambana Ukimwi</i> )
KRIK	Christian Sports Organisation in Norway ( <i>Kristen Idrettskontakt</i> )

LAP	Legal Aid Project
LO	Norwegian Confederation of Trade Unions ( <i>Landsorganisasjonen i Norge</i> )
MKUKUTA	National Strategy for Growth and Reduction of Poverty ( <i>Mkakati wa Kukuza Uchumi na Kupunguza Umasikini Tanzania</i> ) (see NSGRP)
MTS	Moshi Technical School
MYSA	Mathare Youth Sports Association
NAD	Norwegian Association for the Disabled
NAFGEM	Network Against Female Genital Mutilation
NBA	Norwegian Bar Association
NCA	Norwegian Church Aid
NGO	Non-governmental Organisation
NLM	Norwegian Lutheran Mission
NOK	Norwegian Kroner
Norad	Norwegian Agency for Development Cooperation
NPA	Norwegian People's Aid
NSGRP	National Strategy for Growth and Reduction of Poverty
NUDIPU	National Union of Disabled Persons in Uganda
NWD	North West Diocese (ELCK)
NWF	Norwegian Women and Family Association ( <i>Norges Kvinne- og Familieforbund</i> )
PTA	Parent Teacher Association
PTC	Primary Teachers' College
PWD	Person With Disabilities
QEP	Quality Education Project
REPOA	Research on Poverty Alleviation
RBM	Results Based Management
SACCO	Savings and Credit Cooperative
SCiU	Save the Children in Uganda
SCN	Save the Children Norway
SF	Stromme Foundation
SIAC	Singida Inter-African Committee
SMC	School Management Committee
SMFEA	Stromme Microfinance East Africa Ltd
SNGO	Southern Non-governmental Organisation
TAMWA	Tanzania Media Women's Association
TEC	Tanzania Episcopal Conference
TFTU	Tanzania Federation of Trade Unions
TGNP	Tanzania Gender Networking Programme
TUCTA	Trade Union Congress of Tanzania
TZS	Tanzanian Shillings
UGAPRIVI	Uganda Association of Private Vocational Institutions
UGX	Ugandan Shillings
ULS	Uganda Law Society
UNAB	Uganda National Association of the Blind
UNAD	Uganda National Association of the Deaf
VCAT	Village Change Agent Training



WCRP	World Conference on Religions for Peace
WCRP-T	World Conference on Religions for Peace-Tanzania
WHO	World Health Organisation
VICOBA	Village Community Bank
ZATUC	Zanzibar Trade Union Congress



## Volume II: Case Study Narratives

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channeling Norwegian government funds through NGOs. The purpose of the case studies here presented is therefore to inform the overall analysis of the main report (Volume I), rather than to conduct an in-depth evaluation of each project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. The case studies should be interpreted in that context.

A second objective of the evaluation is to contribute to learning, and it is hoped that the following case studies may contribute to discussions among the stakeholders regarding the progress of the projects.

### 1 NLM/Chesta Girls School

#### **Bistandsnemda – Norsk Luthersk Misjonssamband – Evangelical Lutheran Church of Kenya: Chesta Girls Secondary School<sup>1</sup>**

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context. A second objective of the evaluation is to contribute to learning, and it is hoped that this case study may contribute to discussions among the stakeholders regarding the progress of the project.

The team conducted a document review and interviewed key informants in the Norwegian and the Kenyan organisations. The team also visited project implementation sites in Kapenguria District, specifically Chesta in Chesegon Division. In addition to the Chesta School Governing Board, the team met with stakeholders including the Evangelical Lutheran Church of Kenya – North West Diocese Project Team, the Project Steering Committee, the Chief of Chesta, School Children, Yang'at Organisation and the District Nursing Officer from the Kapenguria Hospital.

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<sup>1</sup> This case study was prepared by Nathaniel Mjema, Country Coordinator for Kenya, and Ms. Esther Mbiyu, Research Assistant. The team wishes to thank the following persons, without which our task would not have been possible to complete: Bishop William Lopeta, Reverend Kamondich, Rev. Lokal Naronga, Mr. Paul Karriwonyang and the North West Diocese team, the Board of Governors and the Implementation Steering Committee, the Chesta School Headmaster, the Chesta School Choir, Chief Yohana Loretai, the District Nursing Officer, Kapenguria, Madame V. Veronica, the Director Yang'at, Samwel Jomo and Richard, the NWD Driver.

## 1.1 Project Background

<b>Geographic Area</b>	Chesegon Division, Kapenguria District
<b>Population Coverage</b>	308,000 (1999 Census)
<b>Target Group Size</b>	Four year school, 80 entrants per year; approximately 300 children per year
<b>Years of Operation</b>	2003 – 2008
<b>Financial support</b>	2005: NOK 711 000 2006: NOK 782 000 2007: NOK 584 000 2008: NOK 1 370 000
<b>Route of Financial Support from MFA/ Norad to the Final Recipient</b>	Norad – NLM – ELCK – North West Diocese (NWD) – Chesta School Implementation Committee
<b>Description<sup>2</sup></b>	In Norad project description: Fight FGM (female genital mutilation) by giving capacity to girls and work for change of attitude in general towards FGM and girls right to education. In reality: Construction of a school for girls

The Evangelical Lutheran Church of Kenya (ELCK) was started in West Pokot in the late 1970s as a mission church. Its main objectives were to evangelise and improve the livelihoods of the community at household level.

West Pokot was selected as one of the areas where the Norwegian Lutheran Mission (NLM) would operate. The priority need was to educate girls. As the saying goes, *“when you educate a woman, you educate a nation”*. Unfortunately women in this area are underprivileged and do not have the chance to exploit their potential. Through the ELCK, the NLM chose as its project site the Chesta village, Chesegon Division of West Pokot District. Chesegon is located in a sparsely populated lowland area of Pokot. Chesta is now the base of ELCK activities in the area.

The project began by establishing a primary school. This venture improved the community's knowledge base and awareness. The school's reputation attracted girls from neighbouring districts such as Keiyo, Marakwet, Transzoia, Turkana and Uasin-Gishu. The girls who graduated from the primary school began to seek refuge within the church from FGM practices. This led the community to identify a need for a secondary school for girls.

The first batch of secondary school students was enrolled in 2003 using premises in the existing primary school while construction of the secondary school progressed. By June 2006, six classrooms had been completed. The finished school consists of a water system, two dormitories with ablution blocks, one staff house, a kitchen, a dining hall, a laboratory building, a library and administration buildings.

Approximately 271 students were enrolled at the time of the team's visit, with two streams from Forms I to IV. It was not envisaged to go beyond two streams during

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<sup>2</sup> The descriptions are quoted from Norad's database of the projects.

the project period. Judging from the number of applicants, the school has passed the test as an attractive learning environment for the girls in the district, and fee payments from parents and guardians have been above expected levels. The results so far demonstrate a fully functioning secondary school for the less privileged group of students.

The first interview meeting with the ELCK–NWD and the final feedback meeting with the Bishop and his NWD team confirmed that no baseline study was carried out prior to or during the project period. However, according to the Project Implementation Committee at Chesta, problems were identified within the community, for example i) The 30 km distance to the nearest secondary school made it too costly and unsafe for poor families to send girls to secondary school (there was also fear that girls would be abused on their way to and from school). Costs associated with school fees, upkeep and travel to visit their children were also prohibitive for poor families. ii) According to the North West Diocese at Kapenguria, girls who had attended the primary school at Chesta began seeking refuge with church elders to escape harmful traditional practices such as early marriage and FGM. ii) The Pokot area suffers from low education and literacy rates compared to other parts of Kenya. The Director of Yang'at, an NGO working with Pokot girls, noted that there were few Pokot girls in higher institutions of learning in the country.

Persistent requests from the Pokot community for a secondary school were the motivation for this project. The ELCK wanted to promote girls' education after rescuing them from retrogressive cultural practices and, given that they had already built a primary school at Chesta, they undertook to construct a secondary school. Beneficiaries of the school were sourced from neighbouring communities.

Whereas all respondents were able to cite the reasons for construction of a secondary school, there was no documented analysis of this situation. The interviewed officials from ELCK–NWD, the Chief and the School Construction Committee all knew of girls who had run away from FGM and were staying with church elders for protection.

Although the project does not have any documented systematic baseline survey, there was sufficient knowledge within the community of the condition of girls. There was however no deeper analysis of the problems surrounding FGM, which was only seen to be solved with construction of a school. This monolithic thinking – one problem one solution – left out the very cardinal root causes from influencing further activities.

## **1.2 Managing for Results**

*Planning:* The planning focused on school construction where targets are observed but not backed up with data. The initial plan was to have a single stream, but this was changed to a double stream school in the course of implementation after the realisation that a single stream would not cover the number of girls completing Standard 8. In the planning, the number of eligible girls who enrolled for Standard 1, as compared to those who actually graduated to Standard 8, did not form part of the problem analysis. It was discovered in this research that there are more girls

who drop out and hence return to face FGM practices before reaching Standard 8, than those who get to Standard 8. According to the girls interviewed (and confirmed by the Headmaster of Chesta Girls School), many girls drop out after Standard 7 as the parents do not want them to complete primary school and go on to secondary school.<sup>3</sup>

Further education of girls is a real problem of the Pokot people since they value girls as little more than an asset for bride price. The construction of the secondary school has been instrumental in helping to change these beliefs as it brings the school close to the people. However, construction of this school covers less than 25% of eligible girls.

Construction of the school as a project did not integrate other activities that might have saved more Pokot girls. According to the Chesta school Board of Governors, there is now a co-educational school 5 km from Chesta, but it has an average enrolment of less than 8 girls per classroom. This is another lost opportunity for sending a girl to school.

A great awareness that there was a lot that could still be done was reached amongst the Bishop and his NWD team when we asked them why one secondary school and not five or even more? Why only two streams, why not run a campaign to mobilise girls to take up their places in other available secondary schools? Why doesn't the project mobilise parents to ensure that their daughters complete primary school and go on to secondary school? Why not send the anti-FGM knowledge to other primary and secondary schools to reach more girls and even boys who (according to them) are the causes for the pressure leading to FGM? The immediate response from the NWD team was, "*we did not know that we could even ask for more*".

From our point of view, the project limited itself to school construction, perhaps due to the lack of a situational analysis. The project jumped too quickly to find a solution before analysing all of the root causes of the problem and consciously deciding on alternative solutions to be carried out. The project context was narrowed down to school construction rather than sending a Pokot girl to school and reducing FGM and early marriage practices. If a baseline survey had been carried out, it would have presented the magnitude of the problem more clearly, which could have established what needed to be included in the project to substantially solve the problem. Some of these activities such as mobilisation of the parents around increased enrolment and retention of girls in primary school, spreading the anti-FGM messages to Chesta and other schools, and mobilisation of parents to stop FGM would have been extremely cost-efficient and had a greater impact.

The project has a strategic plan for 2005–2008 that analyses the problem and potential for construction of a school, identifies some risks and contains a project budget and shows what would be the contribution of the communities. It is sup-

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3 A quick estimate based on the Standard 1 enrolment of girls, where the figures are more or less the same between girls and boys, it was assumed that there are about 300 Pokot girls who began Standard 1 in the current 16 streams available in the 15 schools in Chesegon Division. If they all reached Standard 8, there would have been about 300 girls eligible to enter secondary school in the area.

ported by annual project proposals containing sufficient information for the activities to be carried out each year. These annual plans had clear outputs for the respective years and were supported by quantified targets (e.g. number of class rooms to be constructed, number of dormitories, labs etc.) that formed the basis for annual budget estimates. The same annual proposal served as the operational plan, though not sub-divided into quarterly implementation chunks.

*Monitoring and Evaluation:* We did not find any documented monitoring and evaluation system for the project. Although not done systematically, monitoring and evaluation were integrated into the project management system as the monthly project steering committee meetings served as learning systems for the shorter learning cycles. The project managed to track and report on results (output level) through these monthly meetings and annual reports. As there was no quarterly activity plan and there were no documented observations nor records of experiences made where achievements are compared to planned activities and analysis of the variation is made and actions are developed.

*Cost Effectiveness:* The project management team and the NWD all rated the project to have been cost effective, basing their assessment on the fact that education of girls has a long-term effect on the whole family and that the school will be used for a very long time. However, when compared to other schools built by the government, it was observed that the engineering specifications for the first four classrooms built by the people themselves were based on poor quality: the floor is already worn out and requires immediate repairs. On the other hand, the school building specifications were quite high as compared to other schools in the area. A non-technical observer commented that, with the given technical specifications, the project could have constructed two schools.

Measured against an objective of reducing the practice of FGM, the project is not cost effective. The school has very few activities directed against FGM since FGM is not subject to examination as part of the school curriculum. While the school has many activities directed at HIV and AIDS prevention (e.g. messages hanging from Acacia trees on the school grounds), there is not a single message related to FGM. The Headmaster admitted that they did not have data on the number of girls who are circumcised nor could they make a definite statement on to what extent the school had reduced the incidence of FGM. The NWD, on the other hand, was optimistic that there had been a reduction of FGM through an increased value of girls within their family and their communities.

### **1.3 Project Approach**

*Cooperation:* The communities around Chesta identified the project under the leadership of the church elders. While construction of the secondary school was being carried out, they began operating the secondary school by using the primary school classrooms. The Project Implementation Committee and the NWD presented this need and the measures they had taken to the Norwegian Ambassador to Kenya, who in turn requested Norad to support this community. It is difficult to say who identified who in this case, as the two organisations, were already in close contact, having successfully cooperated in the primary school construction project.

For the two organisations, therefore, the choice was a natural one as NLM and ELCK – NWD share the same Lutheran faith and values, over and above having already accomplished a project together.

There was no analysis of the implementing organisations as this was considered an extension of the existing cooperation. Given the remoteness of the project area, there were few alternative partners. However, a more deliberate and documented process to nominate the implementing Southern NGO would have helped identifying other institutions that the project could have involved in some of the activities they carried out.

*Strengthening Civil Society and Capacity Building:* The project did not have a specific component aimed at strengthening civil society. The NWD project team stated that they had nothing to do with civil society and, therefore, they had no activities to this effect. However, the project team noted that the project was implemented through an active committee comprising the Chief, the Pastor, and a number of villagers and that this approach strengthened the committee's ability to make decisions during implementation although this was not an intended objective of the project.

The project team was not able to differentiate between capacity building and strengthening of civil society. Nevertheless, through the implementing committee the project mobilised communities to contribute time and energy throughout the implementation of the project. By using local support, some of the community members learnt masonry skills. Since such capacity building was not an identified activity of the project, the committee was unable to say how many people had benefited from such skills training.

*Target Group Participation:* As mentioned above communities participated by contributing their time and labour. According to the implementation committee there was an overwhelming participation on the side of the communities throughout the implementation of the project. What is unclear, however, is the extent to which community members were involved in decision-making. There was no available evidence that the project implementers reported "downward" to the community: in fact, the poor condition of the community hall may be evidence of a lack of such accountability.

#### **1.4 Achievement of Results**

The assessment of achievement of results is influenced by what is considered the project's intended results. Project documents identified the objective of this project as "*establishing the necessary physical facilities for a fully functional four-year secondary boarding school for girls in Chesta*" (Project document, Board of Directors, Chesta, 2005). Given this objective, the project has achieved its intended results. However, given what was expressed by the Implementing Committee, the Chief, the School Board and NWD Team, one of the core reasons for taking up the project was to protect girls from FGM and Norad documentation identifies this as the project purpose. The school construction did not directly address this and very little work is done on FGM awareness. Hence we were surprised that the schoolgirls



we met spoke about the school being a safe haven for them. When the female research assistant asked who was not circumcised, there was, at first, complete silence. It was only after she had used a lot of energy to support the girls and gain their confidence that they were willing to disclose if they had been victims of FGM.<sup>4</sup>

We therefore conclude that the project has provided a partial solution to the problem of girls not attending secondary school and lacking life skills. Some girls went on to tertiary and university levels, which has given some Pokot girls employment. No data were available on the total number of Pokot girls who went to secondary school. However, the School Board and the Project Implementation Committee, including the Chief and the Pastor, counted on their fingers the Pokot girls who had gone to secondary school before the start of the Chesta Secondary Girls School. This was confirmed by the Project Manager of Yang'at (an NGO supporting the education of Pokot girls) when she noted that, "...it was a pity when we were at tertiary that whereas there were a lot of girls from other tribes, there were so few from West Pokot. That is what drove me to start this organisation". Since the inception of the school in 2003 the number of girls that have graduated from secondary education after sitting for the national examination (Kenya Certificate of Secondary Education) is as follows:

**Figure 1.1: Number of graduates from Chesta Girls Secondary School**

Year	No. of Graduates
2006	32
2007	41
2008	42
2009	80

The Chesta Girls Secondary School has been successful regarding Secondary School Leaving Certificate. "Ordinary Level" graduates has increased by 28% in 2007, 31% in 2008 and 150% in 2009. Many of these girls would have been forced into early marriages if they had not gone to school. They now have equal opportunities with girls in other communities.

Whereas the enrolment of children in the school has increased over time it is also important to measure this achievement against the targeted population. As mentioned earlier, the number of West Pokot girls admitted to secondary school is only 25% of the potential target group. The implication is that 75% of Pokot girls in this division who enrolled for Standard 1 drop out of primary school. It is not clear what happens to these girls after they leave school.

Whereas the project has succeeded in getting more girls to secondary school and some to higher levels of education the project did little to address the problem of reduction of FGM amongst Pokot girls. According to our discussions with the Church FGM Counsellor, the school does not assign significant importance to the issue of

<sup>4</sup> This was very different from the situation in another project visited by the same team of evaluators, NCA/ Habiba FGM Awareness, where the schoolgirls spoke openly about FGM even in the presence of men.

FGM and she has little time with the girls.<sup>5</sup> Very little that is done inside the school to create awareness on FGM and girls are still shy to speak about it, even when with women only, and they are still stigmatised within the school. The project has not had any direct activities to deal with FGM throughout its lifetime but has focussed on the construction of the school. Once completed, the school was handed over to public authorities with no special function regarding FGM. It seems to have been an expectation that FGM would be reduced somewhat “automatically” as girls spent more time in school. The school board, the Chief and the Church FGM Counsellor informed the research team that circumcision of girls continues to be carried out during longer school holidays, especially in August and December, possibly because the circumcisers try to ensure that girls are able to return to school on time. There are no records kept regarding the extent to which girls attending school are going through FGM. Whereas the school believed that it saved girls from FGM, it had no records of how many girls in the school were actually refugees from FGM. Other organisations such as Yang’at and individuals outside of the school sphere – including the NWD Team who considered the school to be a haven from FGM – expressed shock that the school does little to address FGM.

*Side-Effects of the Project:* A project of this magnitude in a very poor area has a great social and economic impact on the area as a whole. It has created employment and increased income-generating capacities within the community: A small shopping area surrounds the school, service providers have invested in the area (e.g., churches, transporters, saloons, clinics and a small chemist shops) and business is booming. The farming communities in the neighbourhood have a ready market for their milk, meat, eggs, vegetables and other products.

Infrastructure in the area is also improving. The school governing board reported that the government has opened a road network and is regularly maintaining it these days, improving the communication network in the area. The government’s Rural Electrification Project is being implemented and, when ready for use by October 2010, will supply electricity to the school and the growing population. According to the school governing board, the existence of the school added a lot of weight in the allocation of power, which led to the area being given a priority by the government.

The school managing board reported that some students who have graduated from the secondary school have gone on to study at universities, colleges and other tertiary institutions. This phenomenal achievement is an encouragement not only for the students themselves, but also for parents to send girls to school. A likely effect is that some schoolgirls have influenced other girls to view FGM practices negatively and to refuse any peer pressure. However, this is not an organised activity and no one is sure if it happens at all. It is just assumed that over time, these practices will fade away when parents admire their daughters’ achievement and guaranteed future employment.

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5 The NWD Team informed the evaluation team that according to the Pokot culture, it is not parents who put pressure on girls to undergo circumcision; rather, pressure comes from other girls and from boys who say that they would not marry an uncircumcised girl since uncircumcised girls are linked with promiscuity. If this is correct it is even more important that the school works towards changing the mindset of young girls and boys.

### **1.5 Overall Conclusions and Recommendations**

*Relevance:* In the case of increasing enrolment of girls in secondary school and subsequently increasing the perceived value of Pokot girls, the project has been entirely relevant. The fact that some girls have even gone on to higher institutions of learning has enhanced the perception that girls have value in their community.

*Efficiency and Effectiveness:* The approach used has been partially effective. Whereas enrolment of girls has increased, 75% of Pokot girls who register in Standard 1 do not reach Standard VIII so as to qualify for secondary school. The fact that girls in primary school are not sufficiently cared for to ensure that they complete their primary school education drastically reduces the effectiveness of the secondary school as only a small proportion of girls get there anyway.

*Sustainability:* The secondary school is a highly sustainable undertaking as the government has taken over the running of the school. However, regular maintenance of the school ought to be taken into account. Although the school committee spoke of the existence of a regular maintenance fund and that they carry maintenance at the end of the year, there were signs of poor maintenance of the school.

*The School as an Objective:* The school construction at Chesta has given Pokot girls an opportunity to go to secondary school, with a few continuing on to higher learning institutions and subsequent employment. This has increased the value of girls within the Pokot area so that they are seen as more than simply a source of family wealth. Some girls have also managed to escape the circumcision and related future complications in childbirth. The people we met were confident that secondary education has reduced the numbers of girls falling victim to FGM, although there are no documented data to support this claim.

*Existing Projects:* The community had already started constructing the school before NLM began providing support. The NWD influence resulted in the construction of a girls-only secondary school. The fact that the project had already begun before the NLM funding started may have inhibited the undertaking of a baseline survey and situation analysis. Focussing the project on school construction probably contributed to negligence of other important wishes of the people (e.g., FGM). According to the Bishop's statement, "we did not know if we could ask even more after we had gone from a single stream school to double streams". It would appear that the project focussed on constructing a school for girls rather than satisfying the needs of the target population. The fact that the project was already in progress should not be an excuse for failure to conform to development management principles, and it would have been prudent for the project implementers to confirm the validity of the underlying hypothesis before embarking on support measures.

*Development Management Professionalism:* We observed a great sense of satisfaction in the faces of all the people we met. The fact that this school is constructed in Chesta is a great achievement for the community and the church, which was the main implementer. The construction of the school was carried out with great enthusiasm and participation of people and their leaders. However, from the perspective of professional development management – situation and problem

analysis, planning, results-based management and cooperation – the project was weak. Both the NWD team and the Project Implementation Committee appeared surprised when we discussed the importance of baseline survey, target population identification, monitoring systems as a learning and management points and results-based management. While commitment and enthusiasm are important components of successful development projects, such efforts need to be underpinned by professional development management.

*Female Genital Mutilation Activities:* All the people we met portrayed the project to have been caused by the low value ascribed to a girl as compared to a boy and the existence of FGM practices amongst the Pokot. It was said that the girls who were running away from FGM were the main reason that the project was developed. However, the project dealt only with school construction leaving out the whole question of FGM. FGM was not even dealt with, girls are still stigmatised and the school does not deal with the subject. The project seemed to have relied on the assumption that by simply sending girls to secondary school, they will escape the wrath of FGM.

It is necessary for the school to keep records of academic performance and the Board of Governors is taking measures to further improve performance. Close cooperation with NML should be developed to share and monitor results and develop means to ensure that as many girls as possible pass their examinations. After the school has been taken over by the government ELCK should follow-up those areas that were left out from the original discussions. The school management should develop a strategic plan, which takes into account the schools in the whole Chesegon division. What happens to other schools in the area will affect the Chesta School. Many girls are still victims of FGM and there is nothing happening in the community in terms of combating the practice. It is important for ELCK to do more FGM awareness raising in the community and to increase the enrolment and retention of girls in both in primary and secondary schools. The person given these tasks may not be able to both create awareness and carry out counselling duties. Target groups should be involved in project design.

## 2 CARE/Lok Pachi

### **CARE Norway – Care International in Kenya: Lok Pachi – Change Your Attitude<sup>6</sup>**

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context. A second objective of the evaluation is to contribute to learning, and it is hoped that this case study may contribute to discussions among the stakeholders regarding the progress of the project. The team conducted a document review and interviewed key informants in both the Norwegian and Kenyan organisations. We also visited project implementation sites in Bondo and Siaya districts of Nyanza Province. In addition to project staff, we met with Savings and Loan groups, the District Commissioner and the District AIDS Coordinator in Bondo.

### **2.1 Background Information**

<b>Geographic Area</b>	Bondo and Siaya Districts, Nyanza Province
<b>Population Coverage</b>	740,000 ( <i>Census 1999</i> )
<b>Target Group Size</b>	Planned 25,000, achieved 35,000
<b>Years of Operation</b>	2005 – 2009
<b>Financial Input per year</b>	2005: NOK 2 479 000 2006: NOK 2 805 000 2007: NOK 2 782 000 2008: NOK 3 030 000
<b>Route of Financial Support from MFA/Norad to the Final Recipient</b>	MFA/Norad – CARE Norway – CARE International in Kenya
<b>Description</b>	Support to women, Group mobilization, capacity building in saving and loans and enterprise development in the fight against hiv/aids.

CARE International in Kenya (CIK) has operated in the country since 1968. CIK currently focuses on three sectors: HIV/AIDS, Water and Environmental Sanitation and Livelihoods. It also carries out major Emergency and Refugee Operations along the Somali border. In terms of geographical focus, the organisation has operations in Nyanza, North Eastern Province and parts of the Kibera slums in Nairobi.

The Bondo/Siaya Household Livelihood Security project, otherwise known as Lok Pachi (or “Change Your Attitude” in the Dholuo language), is implemented under the CIK HIV, AIDS and Civil Society Strengthening Sector with financial support from Norad through Care Norway. The project was identified in response to a call for project proposals from Care Norway, which included household livelihoods amongst its priority areas for support. CIK identified Bondo and Siaya Districts in Nyanza

<sup>6</sup> This case study has been prepared by Mr. Nathaniel Mjema, Country Coordinator and Ms. Esther Mbiyu, Research Assistant. The team thanks Alan, Jude and Ogwala of CARE Kenya for granting us their undivided attention in the various discussions we had with them; the many groups we met who received us very well and provided us with fruitful and touching interviews; and the District AIDS Coordinator, Bondo.

Province, as they are, according to the household economic survey data, among the poorest districts in Kenya. This is also the area with the highest HIV and AIDS prevalence rate in the country. According to an officer in CIK, the HIV prevalence rate in the two districts is about two to three times the national average. A baseline data survey carried out by Agrisystem in 2006 also revealed high numbers of polygamous and widowed families in the areas. Hence, the project is based on the existence of profound social, political, economic and environmental information of the area. Although a systematic analysis of potentials was not carried out in this area before the project started, the baseline survey indicated that a majority of families were engaged in other sources of livelihood than subsistence farming.

Care International Kenya (CIK) identified and implemented the Lok Pachi Household Livelihoods Security project in the Bondo and Siaya districts of Nyanza Province. Both districts are poor and HIV/AIDS affected. There was no clear information in CARE as to how the project originated. However, we did find that the CIK actually had an advantage as it recruited trained facilitators from another Norad-funded project in the area, Kenya Change Agents through ARC-Kenya and ARC-Aid in Norway.

The project was implemented from 2005 to 2009 using a Group Savings and Loan (GS&L) approach. The basic principle of GS&L is that members of a self-selected group form an association and save money in the form of shares. Members contribute regularly to a fund, which is governed by the group itself. Members can save at a rate matched to their capacity, thus lowering the threshold of entry for the poor. The core of the model is investment of the savings into a loan fund from which the members can borrow, repaying with a service charge. The members can take out loans at times and in amounts that are closely aligned to their actual needs and opportunities. Such lending allows the members to earn substantial interest on their savings contributions. The cycle of savings and lending is time bound. At the end of an agreed period, up to one year, the accumulated savings and service charge earnings are distributed to the members in proportion to the amount that each member saved throughout the cycle and interest earned.<sup>7</sup>

The savings and loan groups were created following a strong facilitation and training process that emphasised group formation processes, leadership, principles of group management and bookkeeping. The process of group formation is the most important part of the facilitation process since it supports the development of group cohesion, bonding and trust. The project did not support groups with money or inputs; rather it linked groups to appropriate extension services and information supply. The groups developed their own rules and methods of operation including how much to save, rates of interest on capital, and the activities they would carry out with loans disbursed at the group level.

The groups were attractive to extension services in the areas: mobilisation was the responsibility of the ministries of provincial and administration, and the ministries of agriculture and health supported groups with technical information. The fact that

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7 The CARE International in Kenya website (<http://www.care.or.ke/inside.php?articleid=91>).

the project operated with groups was positive since most ministries found it easier to operate through the groups for economies of scale.

The project responded to the needs of the people as the area had been severely affected by drought and agricultural yields had suffered. The GS&L activities targeted women who often suffer disproportionately to men from traditional systems that prevent them from owning land and other economic assets (e.g., cattle, ploughs, etc.) and from inheriting their husband's assets when they are widowed. The high prevalence of HIV and AIDS in the area leaves many women struggling to raise children after the death of a husband.

## **2.2 Managing for Results**

The project has an initial five-year plan, which used a logical framework approach, for 2005 to 2009 supported by annual plans, which detail the operations for the coming year. The project could not produce evidence to show that stakeholders were involved in the development of this project plan. The logical relationship from activities to results was, to a certain extent, consistent, although some outputs were repeated (e.g. output 1.1 and 1.2: "5,000 individuals reached with a savings & credit portfolio worth up to KES 8.0 million"), most probably because they wanted to accommodate different aspects of the same output. The intervention strategy used SMART objectives with built-in indicators. This was, however, confusing for the project team as they maintained yet another indicator column, falling into the trap of having to formulate other indicators. All the indicators were stated as, "percent of...". For example:

- percent of group members [by type] reporting an increased income;
- percent of women with control over assets in household;
- percent of women with access and use of assets; and
- percent increase in the level of savings at the household level.

These indicators did not specify the percentage change, nor did they specify periods for which these changes would be observed. Written in this way, the indicators did not therefore add value to the objectives statement.

The log frame did define activities and detailed sub-activities. Activities are actions set to deliver a specific output. According to the log frame approach these should be comprehensive enough to realise the specific output. However, the 2009 log frame has a total of seven outputs or results and lists six activities, without indication as to which output the activities are supposed to relate to. Furthermore, there was no proper analysis of risks and assumptions and there was some confusion in the levels of objectives in the narrative summary in the 2009 log frame. Whereas "increased income....." is stated at objectives level (which we interpreted as the purpose), the same is also stated as an output. Logically, an increase in income is not achieved by the project (hence not an output) neither is it a change in practice (which is what the purpose should state), but a benefit the community members will accrue after improving (changing) their practice. It should, therefore have been stated at goal level.

At the short-term management level, the project had an annual operational plan, which defined detailed activities and sub activities. It had indicators for each activity and these were distributed over the year on a monthly basis using a Gantt chart. The project had an impressive system of data collection and monitoring of results at both detailed and aggregate levels. Project plans were consistent since the annual operational plan was logically derived from the annual project proposal.

The project had an internal reporting system whereby monthly reports were collected from the field and aggregated at project level. They reported on the number of training workshops and number of participants, the number of groups formed, the activities they undertook, their transactions at group level, at cluster level and for the project as a whole. However, when we followed up the reports from a field officer to the Siaya CIK office we realised that they reported only on activities and achievements of the communities and did not report on their own project activities. They did not report what was achieved against what was planned for each month, nor did they identify any variation between plans and achievements or reasons for achievement or failure and course of action for the future. It is this structure in a monitoring framework that supports short-term learning and action taking cycles in a management for results process. The project reporting system was very much in line with their indicators that mainly tracked the outputs and outcomes. The sub-activities are well quantified, however, when we read some of the reports from the field, they did not report against these quantified planned tasks, but were rather general statements.

The CIK Project Manager informed us that the project management system ensured that the project responded to the information that was picked up during the implementation. Based on this monitoring system, the project dropped a water infrastructure component and picked up the social mitigation of the effects of HIV and AIDS. However, while it was clear that the project would exceed its planned targets by the time the midterm review was carried out, no new targets were set.

Generally, CIK had a very good notion of the concept of managing for results but they lacked skills in project management and the use of RBM as a management tool. As a result, it does not appear that the project benefited much from the approach.

### **2.3 Project Approach**

The project worked in close cooperation with government departments. It was integrated into district plans and results were presented quarterly to the District Steering Group. The choice of the implementation partner was a natural selection as CIK is a sister organisation to CARE Norway. Had a detailed analysis of potential implementing partners been carried out, it would have revealed that ARC-Kenya, with funding from ARC-Aid in Norway, was already operating a project with the same approach in the same area: Kenya Change Agents. As it was, CIK took advantage of this by recruiting trained facilitators from this other Norad-funded project.

While the responsibility for project implementation within CIK was located in the Civil Society Unit, it appears that the project did little to strengthen civil society. The



CARE Project Officer admitted that their approach did not consciously carry out activities to promote civil society. The project did, however, target community-based groups for project implementation and, as far as these groups were concerned, the project helped to transform existing loosely operating groups where they saved and gave a certain amount of money to one person every month on rotational basis, to savings and loan groups; an activity which they referred to as the “merry-go-round”.

The project used a cascading model to reach its target groups, where the project trained facilitators who in turn trained members on the principles to be used by the groups. The groups determined their own composition and, in this respect, the project fulfilled development principles (i.e. self-targeting and self-determination).

Groups managed themselves and community participation in both decision-making and implementation of activities was realised in full. The project has also created a cadre of Community Resource Persons who continue to facilitate group formation, even though the project funding has ended. Target group participation can be said to be one of the main strengths of this project approach, as decision-making was fully decentralised at the group and household level.

Whereas the project worked successfully with groups, there was no specific focus on advocacy for members in demanding their rights from government institutions. In addition, despite reporting to the district steering group on a quarterly basis, the project did not attempt to influence a change in the manner in which government departments carried out their extension services.

## **2.4 Achievement of Results**

The project exceeded its planned targets, both in terms of number of groups and the amount of money transacted annually. The project planned to realise about 5,000 groups with an estimated 25,000 members transacting about KES 8 million annually. By the end of the implementation period, the project had already surpassed its original target. The project managed to create or transform 7,200 groups with over 35,000 members transacting over KES 21 million cumulatively per year.

It was evident that the project empowered women who said that they could now speak confidently in meetings and in front of other people, including men, without feeling intimidated. Women also said that they were now able to own assets (e.g. houses, cows, ox-drawn implements and oxen) and have bought farms and extended the amount of land ploughed. This has increased not only their incomes but also the availability of food for their families throughout the year. The groups, particularly women members who constitute over 70% of the participants, were very proud of this achievement, as they never expected that in their lifetime they would be able to earn such respect within their household and within the community in general. At a group of elderly Tumbani women in Bondo, a 75 year-old woman expressed pride at being able to put food on the table even at the worst time of drought when *“even men were struggling to make ends meet”*. Another woman said proudly *“I could not believe that I could put a corrugated iron sheet roof above my head”*.

Group members used the loans to carry out a number of productive activities such as purchasing farm inputs, extending their farms, diversifying crops, small business ventures, fish buying and selling and some have expanded their businesses at the market (Nyamase Group in Bondo). In most cases, groups did not implement joint activities so production was primarily at the household level. The groups remained as the space for micro financing as this was the only item which required joint effort. This was in conformity with the “principle of subsidiarity”, which demands that the higher level should not take over what the lower levels can do.

The Group Savings and Loan approach was also used for educating about HIV and AIDS as part of the social action towards mitigating its effects. The project used extension workers from the Ministry of Health in the two districts to bring about behavioural change in people. The groups are very aware of HIV and AIDS, its causes and the risks they face. The groups spoke with surprising honesty about their status, a positive indicator of reduced stigma (at least within their groups). When the research team asked at Nangoma sub location if there were some members who were living with HIV, individuals responded by saying, “yes, *I am HIV positive*” and one added, “*thanks to this group I am now more able to live with it*”. Their ability to see their condition as manageable and their ability to speak about it was positively shocking for us.

The District HIV and AIDS Coordinator from Bondo Hospital confirmed that most group members support orphans and, as such, are contributing to home- and community based support systems in Kenya. With increased levels of household food production and incomes for members, groups were able to withstand even long periods of drought. Although more money went to putting food on the table during bad times, the GS&L approach supported group members with alternative means of earning income and providing food for the families.

The project was also in close touch with the Ministry of Agriculture, Bondo District. Agricultural extension workers provided support to most of the groups, who opted for agricultural based income generating activities and farming in general.

As an unplanned side effect, the project has contributed to a general growth of economic activity in areas where it is being implemented. One young man we interviewed noted that he was attracted to join the group after he saw how economically active his colleagues were, while he was busy going to and from Nairobi trying, unsuccessfully, to get a job. The project has stimulated the formation of locally integrated economies, and contributed to Local Economic Development. One household buys from another increasing the speed with which money circulates within the community, creating wealth within the community before it leaves the community.

## **2.5 Conclusions and Recommendations**

The Lok Pachi Household Livelihoods and Security project has been successful, as it managed to exceed its expected targets. The project received an overwhelming

response from poor community members who formed more than 7,000 groups with over 35,000 members as compared to the targeted 5,000 groups with 25,000 members.<sup>8</sup> However, this represents less than 10% of the 400,000 poor living in Bondo and Siaya.

The project and its approach were very relevant to the communities and their problems. The project set up the framework for operation and supported groups with instruments for recording their savings and loans transactions, leaving group members to decide on which group to join and what economic activities in which they wanted to engage. The project had no control over activities carried out by individual households, encouraging a high degree of self-determination for participants.

The project has helped community members of different groups to improve their living conditions. Members, especially women, acknowledged that the project contributed to their ability to put food on the table, own assets, increase their income, improve their health conditions (including those living with HIV and AIDS) and improve equity within households and the community at large.

The groups were also used as a vehicle for delivering various extension messages on both productive activities and social issues. The groups include HIV positive members and they have created awareness on HIV and AIDS, reduced stigmatisation of HIV-positive people and provided home-based care for orphans. This approach should be properly documented as “good practice”, recognised and adopted by the various government ministries and systematically extended to all permanent and particularly government institutions, which spend a lot of resources on extension services using traditional extension approaches with little success.

According to the project officer CIK considers its presence in Kenya to be temporary. Despite this, the project did not influence the government and other organisations in the two districts to continue with the approach. It was also surprising that, despite quarterly reporting, local authorities did not learn from this very successful experience. The National AIDS Coordinating Committee had no information about the work of CIK in the two districts and the district did not report on these activities at the national level. According to the District AIDS Coordinator, they only report on the activities included in their own HIV and AIDS programme. The CIK office in Nairobi should have made efforts to influence the government at national level, not only with respect to HIV and AIDS but also in other activities carried out by the groups. Improvement of extension services was one of the project objectives.

The project used existing public services (e.g., extension workers) to provide most of the needed technical expertise and therefore did not displace permanent institutions by creating parallel and unsustainable structures. The project was quite efficient as it used available resources at community level and existing government extension services. However, the project did not influence government services to use the same approach, thereby missing an important opportunity to extend its impact within the communities in which the project was implemented. Now that the

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8 Oswago and Shauri (2010).

approach has proven successful, the role of the CIK should be clarified in terms of what they need to do to influence the government they have worked with very successfully at District level to improve their extension approach.

The project effects are sustainable, as the approach did not have external inputs apart from introducing the approach. Although project support from Norad ended in 2009, groups are still in operation, conducting their business as usual. According to the CIK field officer, he did not find any difference between the time he used to go there to support the groups and what he saw when we went there with him. The Community Resource Persons continue to support the creation of new groups. However, CARE International in Kenya has stopped tracking the development of groups since the funding from CARE Norway has ceased. The project did not plan for any follow-up processes, which would have substantiated how effective the approach is once funding comes to an end.

CARE International in Kenya has done a lot regarding their project management capacities, more than any other project we observed. However, they are recommended to upgrade their management for results approach by building capacity on this methodology, especially field-level planning and reporting, in order to ensure structured, immediate reflection and learning from the project implementation.

December 2009 was the end of the project funding but it is not the end of operations initiated in the area. Already, CIK is experimenting with the same approach with a commercial bank in Kisumu. CIK should develop a system of monitoring ongoing activities in the area, as they are the living evidence of the superiority of the approach used.

### 3 NCA/ Habiba FGM Awareness

#### Norwegian Church Aid – Norwegian Church Aid Kenya – Habiba International Women and Youth Affairs: Female Genital Mutilation Awareness Creation and Mobilisation<sup>9</sup>

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context. The team conducted a document review, interviewed key informants in both the Norwegian and the Kenyan organisations and visited project implementation sites in Mandera East and Mandera West Districts. The team met with project staff, teachers in Kamor Primary School, the Headmaster, elders and a Women's Group in Malkamar, school children at Rhamu, Malkamar and Mandera, a doctor from the District Hospital, the Chief and Councillor at Rhamu and the Imam of Malkamar.

#### 3.1 Background

<b>Geographic Area</b>	Mandera District, Kenya
<b>Population Coverage</b>	About 330,000 (from 1999 Census)
<b>Years of Operation</b>	2003 – 2010
<b>Financial support</b>	2005: NOK 216 000 2006: NOK 270 000 2007: NOK 216 000 2008: NOK 216 000
<b>Route of Financial Support</b>	MFA/Norad – NCA Norway – Habiba International
<b>Description</b>	Female Genital Mutilation (FGM) awareness creation and mobilisation at local community level in Madera, North East Province through HABIBA international

Habiba International Women and Youth Affairs is a registered local NGO working against female genital mutilation in the dry North Eastern District of Kenya called Mandera, bordering Somalia, Ethiopia and Kenya. Habiba International collaborates with the Norwegian Church Aid Kenya programme in running the FGM Awareness Creation and Mobilisation project in Mandera. The district is inhabited by the Somali tribe of Kenya, who are nomadic pastoralists, and has a population of over 280,000.

Habiba International was created in May 2000 by Habiba, a woman committed to eradicating the practice of FGM in the North Eastern region of Kenya. Following the

<sup>9</sup> This case study has been prepared by Mr. Nathaniel Mjema, Country Coordinator for Kenya and Ms. Esther Mbiyu, Research Assistant. The team wishes to thank the following for assistance without which our task would not have been possible to complete: Wasye Mosyoni of NCA Nairobi who arranged the whole field trip and participated throughout even when there was security scare. Habiba Isaac, the Director Habiba International (HI) and the whole HI project team, for their great cooperation and support to the research team, the different groups we met and had very fruitful discussions even when it was in the middle of Ramadhan (fasting month), we had food everywhere we went to.

near loss of her daughter from excessive bleeding after circumcision, Habiba committed to save other girls from this retrogressive cultural practice. The relationship between Habiba and NCA began after a meeting in Nairobi, where Habiba introduced her organisation. NCA proposed that Habiba International submit a funding proposal and, in April 2003, an agreement between NCA and Habiba International was signed. Since that time, the operations and acceptance of Habiba International's activities in the area have gained a lot of ground. Habiba International reached a major milestone when it finally gained recognition from religious leaders, who initially had condemned the initiative for having a relationship with Christianity.

The mission of Habiba International is to empower women and youth economically and socially and, in so doing contribute to improving their living standards. It also sensitizes various Kenyan communities and members of the public on the effects of FGM, HIV/AIDS and human rights related issues. The Organisation carries out community mobilisation on gender awareness and gender violence and its manifestations, consequences and problem interventions, using a methodology called community conversion, which has its roots in concepts of emotional intelligence.

The project focuses primarily an advocacy on behalf of girls and boys who are the main beneficiaries of the project. Activities aim to mobilise girls to refuse to undergo FGM and for boys to understand the pain and horror that girls go through and, thereby, convince them to accept to marry uncircumcised girls. The project works with women to help them reflect on whether they find it appropriate to subject their daughters to the practice. Also involved in the project are groups of men (especially elders and community leaders) who hold the culture of the tribe, and some of whom are responsible for enforcing legislation on FGM. These are also the opinion leaders in the community and their word carries significant weight in changing the attitude of community members.

The project did not carry out a baseline data survey, as literally every woman above the age of five at the time of project inception was circumcised using the infibulation method, one of the most severe forms of circumcision. Based on conversations held with communities in Mandera, women generally suffer a lot in going through this process and have significant difficulties giving birth due to ruptures and excessive bleeding. Interestingly, according to the District Superintendent, some Somali women request reinfibulation from doctors and midwives after giving birth in order to please their husbands.

While no baseline study was carried out, there was sufficient information within the community from women that had undergone FGM. However, this local knowledge does not replace the need for institutional confirmation of the situation, as it would support the concrete estimation of change happening at any time of the project.

### **3.2 *Managing for Results***

From at least 2007, the project worked with log frames, but there are some problems with the way objectives and indicators are stated. For example, in the 2008 log frame the objective "to enhance community efforts against FGM" appears at

the results/output level as “Increased community efforts and activities against FGM”. The indicators are merely statements and as they give no additional or specific information about the objectives, they do not help in the measurement of the objective. Indicators such as, “the number of girls enrolling and retained in school” lack specificity: A good indicator must define the quantity, quality and time of an aspect of the objective statement.

The project has developed plans of operation which show what activities will be implemented and when they will be implemented during the year. This is sometimes called the annual operational plan or work plan. These work plans (e.g. 2006), show a few blocks of activities, which do not give more detailed information than outputs, and time frames, which only show one month (probably the completion month) and one cost figure for the whole block. As such, it does not support micro-management of the project as it can only be traced at the end of the period. The project team admitted that as it is, the activities were not detailed enough and did not present the approach used by the project, which is one cardinal function of a work plan. The project used the Community Conversation and Dialogue approach, which has specific steps to be followed that in themselves present specific costs or savings to the project. Without such a detailed and approach specific statement of the activities, the cost estimate and time requirements cannot be very reliable and the work plan becomes too vague to support implementation steering. Discussing this with the Habiba International project team, they looked amazed and very appreciative of the explanations given, commenting that “why did you come with such good explanation this late”. This confirmed that their main problem was a lack of support to help them understand how the tools link and how they can be used for managing results.

The Habiba International project team reported that a monitoring and evaluation system exists and that it is part of the implementation system, but could not present any written document defining this system. The evaluators made several observations where the reported activities did not have milestones that specified what was expected. For example the June 2007 report notes that “FGM forums were conducted in two of four divisions that are Shimbir-Fatuma and Rhamu from the project area”. As the plan did not specify whether this activity was supposed to cover only two out of four divisions or all four, it was not possible to tell how good performance was. Similarly, the project reports that girl-friendly toilets were constructed in some schools and mothers were trained in the use of sanitary pads, etc. but lacks information about the planned targets.

The Habiba International project team claimed to have been very effective based on the number of people reached with different messages. Again, this should be related to how many they planned to reach. The project’s effectiveness can also be based on the approach used relative to the qualitative results achieved. The project uses volunteers to spread messages within the communities and there has been an overwhelming response to this effect (see achievements).

Neither the project nor the schools they cooperate with have kept data or are tracking the number of uncircumcised girls who enrol in Standard 1. It is simply

hoped that given the awareness of the parents, they will continue supporting their children against FGM over time. Whereas this can be a socially difficult thing to do, it would be beneficial to the project to have data on the degree to which practices are changing.

Another problem is that project reports follow annual budget cycles and do not have cumulative information. This may be due to the fact that there was no baseline information, which would have enabled showing how much had been achieved over time relative to the original situation. For example, when asked how many girl-friendly toilets have been constructed, the project officer had to count in his head. Hence, whereas the project team works with their full hearts in the project and are quite dedicated, they need to complement empathy with good development and project management skills and practices.

### **3.3 Project Approach**

FGM and empowerment of women within the Somali communities were seen as problems that could only be reduced by creating awareness amongst the entire community. The project acted as a facilitator/catalyst to get the community talking about the evils of retrogressive practices inflicted on its women. Habiba International used these women's emotional concerns to educate themselves and the community as a whole.

The project has managed to turn the power of the Imams to their favour, after proving to them that FGM is not part of Islamic teaching but a cultural practice aimed at controlling women. This has been a great success as Imams are now supporting the project. While Habiba International does not claim to be an Islamic organisation, it does operate in an area where practically everyone is a Muslim. Meanwhile, the project is funded through a Christian organisation and it was interesting to observe the great understanding that existed amongst people of completely different religious values. This is a great achievement in an area where, just across the river, religious orientations are used to separate people and even kill each other. This experience should be documented properly and publicised widely in the East African Region, which of late has experienced inter-religious conflict.

Habiba International did not have a clearly defined concept of strengthening civil society; however, they used the power of the civil society to create awareness amongst the various community groupings and fought injustices done to women. The project developed the capacity of existing groups and created new ones for this purpose. Community participation was achieved through education of both women and men, including showing the community a documentary film on FGM. After witnessing the realities of the FGM procedure, parents and community elders who have been in contact with Habiba International supported the project, and both women and men stood up for their daughters, declaring that none of their girls would go through the ordeal.

However, given the vastness of the district and a road network that in some areas is simply a track, reaching the remote areas of the district is quite a challenge. Although the project works very closely with government departments, it has not



developed an approach to influence the government to take over its work. It is assumed that once the bill on FGM is enacted in to legislation, the government will also participate in its elimination, but no one is sure about that.

### **3.4 Achievement of Results**

*Outputs:* While the project approached different target groups with different methods, awareness creation remained the main methodology. Schoolchildren were reached through educating their teachers and forming clubs, women were mobilised through formation of women's groups where they learnt about FGM through community conversation. In these groups women talked of their experiences with FGM at both the time of circumcision and when giving birth, where most of them suffered excessive bleeding and some almost lost their lives. They also discussed other important issues such as use of sanitary pads, sending girls to school, the role of women in peace making, and women's participation in leadership.

The project trained mothers and schoolgirls on the use of sanitary pads, built girl-friendly toilets in schools and provided women's groups with opportunities to engage in income generating activities such as maize mills. To accomplish this, Habiba International developed and disseminated messages to suit the different social groupings in the communities (schoolchildren, girls, boys, elders, groups of women etc.). These methods and materials will remain with the project even beyond the current funding.

*Outcomes:* It should be noted that we did not have an opportunity to talk to many groups in Mandera. Due to a security threat on development workers that was made just before we went there, our hosts decided to take us to more secure but remote areas, increasing travel time significantly. However, the people we met demonstrated a high level of understanding of FGM and empowerment of women. At Malkamar we found young schoolgirls who talked openly about FGM and had very high aspirations for their future and boys, who have their own organisation, which along with other development activities raises awareness about marrying uncircumcised girls. At Rhamu we met with a Chief, a female Councillor, schoolgirls and women who spoke about women's empowerment and against the practice of FGM. Coming from a stage where all girls were circumcised and no one spoke about it, to a point where FGM awareness is spoken about openly from different angles and people, is clearly a great achievement. Slowly FGM is now fading away from being the mainstream practice for girls and this attests to a high level of awareness amongst the population.

However, the Chief at Rhamu cautioned that while the project has had a high response in awareness of FGM in the bigger settlements like Rhamu, FGM is still rampant in the hinterlands and sporadically in his own town where it is carried out at night and in the mountains. The Chief was cautious to say that circumcisers worked quickly to avoid being caught, which according to him could be even more dangerous as not enough care may be given to the poor girls under these concealed conditions.

According to the Headmaster of Kamor Primary School in Mandera, the project has also helped to increase girls' enrolment and retention in schools. One of the reasons for poor performance of girls was that they did not attend school during their menstrual periods. The Headmaster confirmed that girls' average monthly school attendance has increased with the availability of sanitary pads. The project reported that even mothers have started using sanitary pads, which gives them more possibilities to carry out other activities during menstruation. While a small act, this has had a great impact in liberating schoolgirls and women to be active in household and community life.

Dropping out from school is characteristic of nomadic communities and the Somalis of Mandera are no different. While the 2010 standard one enrolment for girls was more or less the same as that of boys, and that in itself is a good achievement, there was a big difference between boys' and girls' enrolment in the higher classes and especially from Standard 6 to Standard 8, with a higher dropout rate for girls. The project therefore still has a lot to do to increase enrolment and even more important to work on retention rates for girls.

*Cost Effectiveness:* The project team considered themselves to have been quite cost effective, as they used volunteers to do most of the work. They convinced community members who, once they understood the realities FGM, rose against the practice. Most of the work used internal resources or a cascading training model where the trainers mainly came from within the communities. This allowed the project to achieve a lot with minimum input. Given the vastness of distances in this dry area and the security situation due to clan wars, the project has done a lot under the circumstances.

### **3.5 Conclusions and Recommendations**

The great response that the project received is based on the fact that people were made to understand the problem facing women in Mandera. Once awareness was raised, men and women joined the project on its mission. Despite the fact that the project was identified by an individual, community members have rallied behind it since the results are for the society at large. NCA should endeavour to increase the widespread support within Mandera and the country in general by consciously promoting civil societies that promote FGM awareness and gender based equality within their societies. This could start with networking amongst projects and initiatives that are promoting FGM awareness supported by Norad funding.

Habiba International and NCA are recommended to negotiate for a longer-term financial commitment from NORAD to cover the whole project period, or at least for 3-year periods to ensure certainty at implementation level. Clear and quantified results ought to be established to define the point when the project will be successful.

Habiba International and NCA should consider securing RBM support to improve its management system and complement the empathy with which the project currently runs. Such capacities will be beneficial not only for the current undertaking but also for future ones. Habiba International should ensure that data is collected on FGM

and follow up girls who enrol in school without having gone through FGM and support them on a longer time frame to help them not become victims of FGM.

The project should be careful to avoid inadvertently promoting discrimination of girls who are circumcised and creating tensions between them and girls who are not circumcised. It is important that unity is maintained amongst girls irrespective of their circumstances.

## 4 ARC/Change Agent Training

### ARC-Aid – ARC-Kenya – Kenya Change Agents: Change Agent Training Programme<sup>10</sup>

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context. A second objective of the evaluation is to contribute to learning, and it is hoped that this case study may contribute to discussions among the stakeholders regarding the progress of this project. The team has conducted document reviews, interviewed key informants in the Kenyan organisation and visited project implementation sites in Bondo and Siaya Districts. In addition to project staff we met with the CAT groups in Bondo and Siaya, The District Forester of Bondo and stakeholders at the Kisumu Technical College and Bondo Health Department.

#### 4.1 Background Information

<b>Geographic Area</b>	Siaya and Bondo Districts in Nyanza Province Kenya
<b>Population Coverage</b>	300,000
<b>Target Group Size</b>	10,000
<b>Years of Operation</b>	8 years (2003 – 2010)
<b>Financial Input Per Year</b>	2005: NOK 490 000 2006: NOK 700 000 2007: NOK 1 000 000 2008: NOK 800 000
<b>Route of Financial Support from MFA/Norad to the Final Recipient</b>	MFA/Norad – ARC-Aid – ARC-Kenya – Kenya CAT
<b>Description</b>	Arrange courses for leaders and central staff members in local NGOs and establish a local administrative platform for Change Agent Training. The goal is longterm change of attitudes.

Change agents training (CAT) is a development methodology that promotes self-reliant, participatory development by training individuals who, working in the communities in which they live, help to improve the living standards of the rural poor through encouraging savings and credit schemes, income generating activities and other group functions. CAT was introduced in Kenya in 2003 when ARC-Aid contracted the Uganda Change Agent Association (UGAA) to conduct training courses. Change agent training had proven to be very effective in changing the lives of poor communities in Uganda. Following the successful implementation of the Change Agents concept in Uganda, the same concept was introduced in Bondo and Siaya Districts of Kenya in 2003. Like the structure in Uganda, change agents were

<sup>10</sup> This case study has been prepared by Nathaniel Mjema, Country Coordinator for Kenya and Esther Mbiyu, Research Assistant. The team wishes to thank the following for assistance without which our task would not have been possible to complete: Millicent Otien, Team Leader ARC-Kenya; Paulo Ojigo, Project Officer CAT; Alex Omimo, Project Officer Economy and Business; and Phoebe Okoth, Chief Accountant.

supported through funding from ARC-Aid to form an organisation under which the facilitators operated. In 2003, the Kenya Change Agents (KCA) was created at the ARO Development Centre. KCA is registered under Kenyan law as a Non-governmental Organisation in Bondo District.

When ARC-Kenya supports a number of small-scale projects implemented at the ARO Development Centre, where it was housed. These projects include:

- A savings and loan revolving fund which is the main extension approach for KCA;
- Agriculture tractor services for hire, to support group members in expanding their areas cultivated at a fee;
- Health services through a clinic, which provides primary health care, VCT, counselling for HIV and AIDS, etc. to communities around the ARO Development Centre – Majiwa;
- Orphanage services to the poorest orphans whose foster families cannot afford basic needs for the children. The orphaned children come to the ARO centre every Saturday where they are provided with their basic needs for the week. They also get an opportunity to play in the ARO compound and get a health check up;
- Renewable energy (solar, etc) and rainwater harvesting; which brings appropriate technology close to the people;
- The high-tech Fabrication Laboratory (Fablab) at ARO Development Centre – Majiwa village, where students from the technical college and other tertiary institutions around the area do their practical exercises using high-tech machines, some of which are not even available at the Technical College in Kisumu. Different kinds of electronic equipment like low-cost battery and solar lamps, etc are designed and produced.;
- Production of locally made and sold goods such as medicinal herbs from trees planted around the centre (used to support ailments from HIV/AIDS opportunistic diseases), mats and beadwork;
- A visitors programme for Europeans 1000-1500 nights per year; and
- A programme on Funeral Feasting/Widow inheritance.

Most of the activities are implemented in partnership with other organisations. The centre offers various training courses on development as well as serving as a health clinic, providing space for some groups to carry out their income generating activities and also supporting HIV/AIDS and other orphans.

The Change Agent Training remains the most important component of ARC-Kenya, as its activities consume a large proportion of the resources of ARC-Kenya and reach more people than any other component. To date, ARC-Kenya has carried out 26 training courses with an average of 23 participants in each course. However, KCA has also initiated other projects such as microfinance environmental projects promoting tree growing in the area including tree crops and fruit processing. The project also has an HIV and AIDS component, which deals with awareness creation through the groups established by the Change Agents. KCA is currently operating in seven districts (Bondo, Siaya, Rarieda, Rongo, Butere, Kisumu and Emohaya).

## **4.2 Managing for Results**

The project has a plan for 2003-2010, when the project was supposed to end. This plan was supplemented with subsequent annual plans, which provided the basis for the budget sent to ARC-Aid. The project has also developed work plans, which outline the detailed activities to be carried out within the planning period. The project reports on a monthly basis from the field through ARC-Kenya to ARC-Aid. The project started from a supply point of view as the approach had already been developed and as the funding was only for implementing this approach, there was not much of project design that took place: The UCAA approach was copied more or less to the letter.

The project adapted itself to available resources, as the funding received from ARC-Aid was, in most cases, less than what they had requested in their budget proposals. Initially the plan was to conduct 100 CAT training programmes, but, due to budget limitations, to date only 26 (4 workshops each) have been carried out.

The research team found that the project team was very dedicated to the implementation of the project, based on what we saw as their benevolence, empathy, willingness, and passion to share the little they had for the improvement of the economic and social welfare of the people. The project staff new of issues that were important to the communities. One such issue was the need for educational campaigns to address cultural issues such as funeral feasting and wife inheritance, both common practices for the people of these districts. Many resources are used for funerals and poor families even go to the extent of being indebted to finance funerals. At the same time the widows have to be inherited by family members. This culture is definitely one of the reasons for increased HIV infection. These issues were picked up from the communities despite the absence of baseline data and systematic project monitoring.

Although the project had long term targets set at the inception, ARC-Kenya operates from a financially uncertain position, as there is no medium term (e.g. three years) commitment of resources to the project. ARC-Kenya has to wait every year for the annual budget approval, which also takes a long time. Communication between ARC-Aid and ARC-Kenya sometimes takes too long. Fund transfers usually came late and ARC-Kenya did not even know when the fiscal year of Norad starts and ends. The effect of all this was that the project was surrounded by uncertainty and the project implementation year was far less than 12 months. This created problems in managing for results where a minimum level of resource predictability is necessary.

The project did not carry out systematic monitoring and evaluation. There were monthly reports that attempted to report on what was implemented during the period in question, however this was not based on any planned activities to be accomplished in that period. Hence there was no basis on which to make an objective assessment of whether what was implemented was in accordance with what was planned for the period. This of course reduced the potential for learning.

An annual self-evaluation was carried out for the project but it mainly focussed on activities that were planned for the year and compared them with what was actually implemented. The project managed to track its results at the output level and the annual self-evaluation was carried out on this basis. These records include the number of CAT training workshops that were carried out and the number of participants. Project staff often quoted CAT training by number and date and we understood that this was the type of data requested from Norway and therefore project staff endeavoured to collect and report on them. The project staff did not know the motivation for the questions they received from ARC-Aid, apart from donor demands. Lower level activities that support the day-to-day management of the project were left to the monthly reporting. There was furthermore no system to track the transactions of the different branches or groups and the project does not report on cumulative expenditure.

#### **4.3 Project Approach**

The project cooperated very well with both local and international organisations. The District Forest Officer, Mr. Omare James, attested to this when he stated that the department was providing advice to groups and group members who were undertaking forestry projects. The Children's Officer of Bondo District was called by the District Commissioner to talk to us about how he cooperates with the project to identify poor orphans to be supported in the ARO Development Centre. The District Commissioner discussed the project's integration in the district development system, citing examples such as the Funeral Feasting and Wife Inheritance (FF&WI), forestation projects, fish farming groups etc.

Another project was operating in the same project area and with a very similar approach: the Lok Pachi Household Livelihood Security Project. This project was also funded by Norad but implemented by CARE Kenya. Although the two projects were funded by the same agency (Norad), and both reported to the District Steering Group, there did not seem to be any functional relationship or cooperation between the two organisations. The only remark that ARC-Kenya made about CARE was that when Lok Pachi started in the area, they "poached" facilitators from ARC-Kenya.

*Strengthening civil society:* The project did not have strengthening civil society as an identified objective and, when asked, project staff did not seem to understand the concept. However, the project is based on formation and implementation of social and economic activities directly through groups and at the individual household level. Therefore, intentionally or not, the project contributes towards the development of the capacities of the civil society. The members of the groups said that they were more able to speak out in the public and group members, especially women, confirmed that their self-confidence has increased.

*Target group:* Target group participation was a built-in component of the project. At the individual level, members were at liberty to decide whether to join a group or not. The project used an approach called "self targeting" and practiced the principle of "self-determination" as groups were formed by members without discriminating or imposing conditions. Members also decide on whom their leaders should be and what activities they want to undertake, how much to borrow, etc. at both individual

level and group level. In this respect, decision-making is fully devolved to members and their groups.

#### **4.4 Achievement of Results**

The achievement of results may refer to output, outcomes or impact. When addressing achievement of results the team has attempted to separate planned key results from unplanned results or spill over effects. We have then attempted to sort out whether the project activities are likely to have caused the results identified and to what extent external events have significantly influenced these developments.

*Outputs:* The project main outputs refer to the number of CAT courses conducted annually and for the project period, and the number of participants trained during this period. We did not find any specific objectives or indicators to other activities of the project funded by ARC-Kenya. The project planned to carry out 60 CAT courses, however for lack of funding managed to realise only 26 workshops attended by on average 23 participants, hence realising training of about 600 facilitators. Although this number is too small as compared to the initial plan (60 CAT workshops), this is a situation where the project felt that the initial plan was over-ambitious and as a result it was corrected to adjust the target by cutting it down to 26 CAT workshops. The number of training workshops corresponded to the resources allocated for CAT by ARC-Aid. On the assumption that each participant trained was able to reach at least 15 people, a total of about 9,000 people have been reached by this project. With these assumptions the project was quite successful even though it did not meet its original target.

The project has also organised a number of Village CAT (VCAT) courses, where those who have attended CAT courses provide an abbreviated version of it in the villages where they live, without the direct supervision of the project. The same groups have managed to mobilise people living with HIV/AIDS and others who are affected by HIV/AIDS. The groups have been very open about their status and have supported one another to deal with the effects HIV and AIDS. The project also ran a radio HIV and AIDS programme. These activities seem to have reduced the stigma of HIV/AIDS. A sign of this was that many of the group members we met were not shy to mention that they were HIV positive.

The project trained group members in leadership and administrative skills (e.g. recordkeeping, bookkeeping) and this has improved community skills and capacities. As one member of the Mia branch – East Asembo said, *“I now know how to write my books, keep records of materials I purchase and sales I make, I do my own bookkeeping and I am self reliant working on my tailoring to success”*. Another member said, *“I have been a member of groups but what attracted me and what I find unique about this project is that you just don’t start your initiative, you get training first”*. These skills will sustainably remain in the communities.

*Outcomes and Impacts:* The different branches have facilitated a number of ongoing production activities. Most of the groups we saw were producing cash crops, some of which they sell for income and the rest they use for their own household consumption. Others are engaging in fish farming or transportation business (e.g.



*bodaboda* – motorcycle taxis). The groups were quick to note that they were doing well even during the past few years at a time of drought. The group members managed through this period with far fewer difficulties than people who were not members of groups.

Generally, the household incomes of group members have increased. They are able to send their children to school because they can now pay school fees, medical services, etc. and the children are now able to attend school throughout the year. Some group members told us that they now own assets: oxen-driven ploughs have expanded their cultivation areas and hiring out the ploughs gives them additional income. One group, which has a tree nursery, informed us that they had raised over 7,000 seedlings which they had sold for KES. 10 per seedling, giving each member over KES. 7,000.

Water at the ARO Development Centre is harvested from a roof catchment and solar lamps are lit there too. The project however has battled with the justification for the use of such sophisticated technologies in villages (e.g. the Fablab). Whereas the project is supporting the Kisumu Technical College students, it is not clear whether the technology is appropriate to rural communities like this one. The evaluation team feels strongly that this was yet another case of supply rather than demand oriented aid.

*Sustainability:* The project's self-help and savings and loans concepts are sustainable, as they use community level inputs and do not require outside support after initial introduction. The basic requirements that the project set were basically the necessary know-how and this has already been transferred to the population. The other projects such as the clinic, support to orphans, Fablab, etc. will require a lot of support from outside and hence their potential to be sustainable is doubtful.

*Unintended Effects:* Listening to the discussions and observing some of the groups on their transaction day, it was clear that group members buy from and sell to one another and, even more importantly, buy and sell within the village. Such local economic development has increased the speed with which money circulates within the communities and increased the wealth of the villagers.

Whereas there are other organisations that have supported the project, particularly the government and other NGOs in the area, our assessment is that the results achieved are by and large caused by the project. Participants trained in CAT/VCAT workshops initiated the activities mentioned above. These are group members belonging to one or the other branch created by the facilitators from the project.

#### **4.5 Conclusions and Recommendations**

ARC-Kenya is a project with many different components, which have completely different qualities. Overall the Change Agent Training project has been successful in reaching not only its planned results at output level but also in realising outcomes and having made an impact on the economy of the entire area. The project's success can be attributed, in part, to the fact that it builds people's own resources and changed people's attitude towards fighting poverty. Community members have

taken up their initiatives in savings and loan schemes, which has allowed them to undertake income-generating activities leading to better housing, food, school and medical services for the children and family in general. The savings and loans groups have also been used successfully as the conduit to fight other social ailments such as HIV and AIDS.

In terms of efficiency and effectiveness, this part of the project is relatively efficient and effective in that it mainly used available resources from the government (extension services) and community contributions towards solving their own problems. With about 630 change agents (from CAT and VCAT) trained the project has quite a wide coverage, with over 9,000 people reached<sup>11</sup> and many more will that be reached in the near future through VCAT. However, the total population of Bondo is over 160,000<sup>12</sup> and Siaya has a population of over 550,000.

The clinic serves mainly the population around Majiwa, but the operator (a local church) sometimes finds it difficult to pay the rent. The service is a great support to HIV-positive people and the community at large, but in the two days we visited we did not see many people using the clinic. This puts us into doubts regarding its importance.

The childcare project that supports orphans and destitute children is successful at output level but a better solution might be to support the foster families instead, applying the self-help approach used in the CAT to better their capacities to support not only these children but their own as well.

Solar technology is appropriate to the rural communities but it is still at demonstration level as the response from the community has not been overwhelming. The Fablab seemed misplaced and in our view it would have fitted better at the Kisumu Technical College than in a village such as Majiwa. We did not find a strong concept that convinced us that this project was actually something that the communities needed.

It is the role of the SNGO to provide the overall management support of the project, and for this purpose it will need to develop the management systems. Whereas the SNGO did manage to link the project to many government services, hence benefiting from the government service delivery, it did not manage to influence the local authorities into changing the way they approached development. This has reduced the level of effectiveness of the project.

In summary, we conclude that the project has been quite successful, especially the change agent training component, and has achieved a lot at both output and outcome levels. In this respect the project was very relevant and effective to the issues of the communities, despite the lack of a baseline survey. The care to orphans has been effective but only insofar as feeding and giving the children necessary amenities every Saturday is concerned. In terms of sustainability and

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<sup>11</sup> Assuming that each change agent has reached about 15 people.

<sup>12</sup> About 30,000 households and assuming an average household size of 5 members.

developmental orientation, the project has succeeded a lot in developing and using a developmental approach.

The project staff (ARC-Kenya and KCA) comprises a team of dedicated individuals who have passion for their work and a lot of empathy with their target groups. ARC-Kenya staff has a very close relationship with the target groups they are serving. However, they suffer from poor project management and lack a deeper understanding of the intricacies of the approach they are using. Understanding the driving force behind the approach they are using (e.g., the change agency/innovation diffusion approach) and development management principles. The systematic use of RBM and its related instruments such as operational plans, monitoring systems, evaluations, etc. is absolutely necessary for a development organisation like ARC-Kenya and they need to strive to improve its professional capacities regarding change management in general and particularly development management. Whereas they have achieved very good development results using the Savings and Loans groups approach, they do not realise the importance of the self-help philosophy beyond Savings and Loans groups. There is a lack of transfer of the same thinking to other sectors like care for orphans and destitute children and other initiatives like appropriate technology, etc.

ARC-Aid should provide support to ARC-Kenya to improve their development management skills and build its capacities in the use of Result Based Management. This should, in turn, reduce the time of communication on reports and other demands. It is important that projects have profound long-term plans, which are then broken into shorter term (annual) plans. Monitoring systems that track not only results but also activities and which supports internal management of the project through shorter learning cycles of about three years is absolutely necessary.

The project is running under financial uncertainty. By the time we were in the field (August) the project was still waiting to be informed on what the funding they had received was for. We also learnt that the project could not plan with certainty for a period longer than one year. ARC-Kenya should negotiate with ARC-Aid for longer-term engagements and certainty of resources to allow the projects to reduce the annual anxieties and waste of time due to the dependency on annual allocation of funds. Some initiatives can only work if there is resource certainty for a period longer than just one year. ARC-Aid has to clarify its role in the project and hence what the end of Norad funding means.

## 5 KF/Elimination of FGM, Dodoma

### FOKUS –Women’s Front of Norway – Dodoma Inter-African Committee: Elimination of Female Genital Mutilation, Dodoma<sup>13</sup>

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context.

#### 5.1 Background

<b>Geographic Area</b>	24 rural villages of Mpwapwa, Kongwa and Chamwino districts in Dodoma Region, Tanzania.
<b>Population Coverage</b>	118,485 <sup>14</sup>
<b>Target Group Size</b>	Approximately 5,7603 <sup>15</sup>
<b>Financial support</b>	2005: NOK 151 000 2006: NOK 174 000 2007: NOK 166 000 2008: NOK 166 000
<b>Route of Financial Support</b>	Norad – FOKUS – Women’s Front– DIAC
<b>Description</b>	Elimination of female genital mutilation through community involvement in implementation of alternative rites of passage.

The Inter-African Committee, Dodoma Chapter (DIAC) was established in 1996 as one of seven national chapters of the umbrella organisation the Inter-African Committee (IAC).<sup>16</sup> DIAC interventions aim at fighting harmful traditional practices such as female genital mutilation, early marriage and wife inheritance. The project selected as a case study in the Norad evaluation is about fighting FGM practices based on its vision “*Fighting FGM is everyone’s business*”. To achieve its objectives effectively and in a sustainable manner the organisation works in collaboration with community stakeholders such as children, women, government officials, and faith-based and other leaders in the community.

The Women’s Front of Norway has supported DIAC since 2002. The main element of the partnership is to build capacity of DIAC members and other members of the community to effectively engage in the fight against harmful traditional practices such as female genital mutilation, early marriage, and wife inheritance. Initially, funds were sent to DIAC through the IAC headquarters but in 2005, the Women’s

13 This case study has been prepared by Eutropia Ngido, Country Coordinator and Simon Daffi, Research Assistant. The team wishes to thank the following for assistance without which our task would not have been possible to complete: DIAC members, especially the office bearers who welcomed us with great warmth and hospitality, devoted their time to talk to us and facilitated interviews and site visits; The girls, parents and women from various communities (Mazanze-Chamwino and Bahi District) who shared their very personal stories with us; The community members, religious leaders, circumcisers and village leaders of Manungu and Macheje villages, who participated in the interviews; and religious leaders from Dodoma and media representatives for the great insights they shared with us.

14 Project Agreement, 2008.

15 Including policy and decision makers and law enforcers at various levels, teachers and health workers, children in primary and secondary schools (training of trainers), traditional and community elders, religious leaders, parents, circumcisers and traditional birth attendants. Source: Multi-Year Project Agreement for 2010-2012, p. 4.

16 Other IAC chapters in Tanzania include KIAC in Kilimanjaro, AIAC in Arusha, MIAC in Manyara and Mara regions, TIAC in Tanga and SIAC in Singida region.

Front began funding DIAC directly. Funding has been used to support interventions in youth programmes, sensitisation of community members, advocacy and training of stakeholders.

Although Dodoma region is the administrative capital of Tanzania, it is among the poorest in the country, with one of the highest illiteracy rates, chronic shortages of water and food and poor schools and health facilities. Traditional beliefs continue to influence and shape the everyday lives of most of the people of the Dodoma region. Due to the lack of water and poor hygienic conditions, people in Dodoma, especially girls and women, are severely affected by bacterial diseases such as trachoma and urinary and genital infections.<sup>17</sup> Often, lack of knowledge has led to a belief that sicknesses from these infections are a result of an ancestral curse. To cleanse the infected person, circumcision and other rituals are performed.

The design of the project was informed by the experiences of the people living in Dodoma and a study conducted by the Tanzania Institute of Adult Education in 1999, which highlighted the effects of traditional beliefs on the health and lives of communities in Dodoma, especially women.<sup>18</sup> Based on this, DIAC designed a project to sensitise communities and fight against harmful traditional practices while promoting good practices such as breast feeding and family planning. The project plan for 2010-2012<sup>19</sup> noted the following project activities:

- Advocacy and community awareness raising on child and women's human rights and harmful traditional practices to the health of women and children (i.e. FGM, early marriages, polygamy, sexual abuse and domestic violence);
- Reach new communities with involvement of religious, cultural and educational institutions to conduct training and debates on life skills for youths;
- Recruit families to understand the purpose of the alternative rites of passage training and convince them to initiate alternative rites of passage training at the family level for excised and non excised daughters; and
- Education and information on the human body and health, including the issue of a genital infection known locally as "*lawalawa*". Discuss in public on how to combat traditional beliefs and mythology sustaining FGM in the area.

DIAC began its interventions knowing that success in fighting FGM would involve challenging traditional beliefs and practices. Those who perform FGM rituals are considered to have high social and economic status. In this regard efforts against FGM are resisted from within.

The 2006 project agreement states that it is difficult to get accurate information about the number of circumcised girls and women but refers to a 2004 evaluation according to which most women and girls in Dodoma have undergone FGM.<sup>20</sup> Many people will not speak about FGM due to the secrecy of the ritual and fear of sanctions, since Tanzanian law prohibits the practice of FGM. One estimate of the FGM prevalence rate in Dodoma has been reported to be about 68%.<sup>21</sup>

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17 For example "*lawalawa*", an infection caused by the practice of post-defecation cleansing with sand.

18 Referred to in the 2006 Project Agreement but without providing a reference.

19 Application Form for Multi-year Programs 2010-2012.

20 Referred to in the 2006 Project Agreement but without giving the reference but it is probably Lie et.al. (2004).

21 Application Form for Multi-year Programs 2010-2012 (p. 2).

While no baseline study was carried out prior to project implementation, DIAC pulled together the experiences of the people living in Dodoma and a study by the Institute of Adult Education to design the project.<sup>22</sup> The statement of problems demonstrates awareness and familiarity with the context that DIAC is operating within and there is an enabling legal environment for its project activities. DIAC addresses health challenges faced by girls and women and their interventions are consistent with objectives of the NSGRP.

In addition to the 1998 law prohibiting FGM in Tanzania, the National Gender Policy of 2002 was also a motivating factor in combating FGM and other abuses of women's rights such as wife inheritance, early marriage and domestic violence. Other national policy frameworks, such as the National Strategy for Growth and Reduction of Poverty (NSGRP) under its cluster 3, Goal 6, clearly emphasises improved personal and material security, reduced crime, and the elimination of sexual abuse and domestic violence (United Republic of Tanzania, 2005).

DIAC collaborates with a number of different organisations and is a member of a coalition against FGM in Tanzania<sup>23</sup> and several networks in Tanzania that work against FGM and other harmful traditional practices and gender-based violence and towards the attainment of the human rights of women and children. In such alliances DIAC has been able to access relevant information, share best practices and participate in lobbying and advocacy activities.

## 5.2 *Managing for Results*

DIAC is currently preparing its first strategic plan. Annual work plans have been prepared since the beginning of the collaboration with the Women's Front in 2005. Currently, funding has been provided for a multi-year programme from 2010-2012. A document review showed that project proposals contain some objectives, goals, activities and expected results and outcomes (both quantitative and qualitative). An internal coherence between overall objectives, activities, indicators, means of verification and assessment of risks is lacking however.

In the 2006 and 2007 project proposals, we noted that DIAC had difficulties clarifying certain components of the project. For example the goals<sup>24</sup> were defined as outputs rather than as benefits to the society of an FGM-free environment (impacts), while outcomes were presented as activities rather than changes in behaviour. The presentation has been improving since 2008. From that year the project outcomes were defined as a change in behaviour among those who were to be sensitised and trained. The example below illustrates the need for further clarifications, e.g. of what "various", "taking action" and "an active role" implies in reality.

*"Various groups in Dodoma areas (...) are taking action by playing an active role against FGM such as youth, traditional influential leaders, religious leaders, secular leaders, circumcisers, birth attendants, school teachers, health workers, judicial personnel, police force, legislators and media". Project Agreement (2008).*

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<sup>22</sup> Referred to in the 2006 Project Agreement.

<sup>23</sup> Christian Council of Tanzania (CCT), World Vision, the Tanzania Media Women's Association (TAMWA), the Women's Legal Rights Centre and Network Against Female Genital Mutilation (NAFGEM).

<sup>24</sup> 2006 Application (p. 5), repeated in application 2007 (pp. 5-6).

We also noted that the planned results were defined as percentage changes in values without baseline data. Furthermore, in some places the logical link between different components was weak. It was at times difficult to understand the justification and intended results for some planned activities due to inadequate background information. In the second example below, it is not clear why and how training of youths will inspire them to establish youth clubs in 24 villages or how the establishment of such clubs will contribute to the fight against FGM. Examples of planned results:

- 60% of the parents, influential elders, and religious and government leaders in 24 villages sensitized on the effects of FGM can mention at least 2 effects and participate in protecting girls against FGM/Harmful Traditional Practices;
- 60% of the trained youths (boys and girls) are inspired to establish youth clubs in 24 villages;
- 60% of empowered ex-circumcisers and traditional attendants are engaged in training children on Alternative Rites of Passage and are involved in alternative income generating activities.

DIAC started to present indicators in 2008. In 2009 the Agreement was presented with a Logical Matrix containing Project Goal, Activities, with respective Indicators, Means of Verification and Assumptions. However, the example below illustrates that both indicators for measuring the achievement of the project goal and the expected results are difficult to measure and/or would require a lot of resources to verify. Furthermore, as the following table illustrates, programme goals, indicators and means of verification do not match very well.

**Figure 5.1: Example of Indicators in the 2009 Proposal.**

Programme Goals	Indicators	Means of verification
To eliminate FGM and practices that are harmful to the health of women and children by the year 2015.	National prevalence is at total eradication of FGM and other harmful traditional practices, decreasing rate of FGM by 50% in project villages (girls aged between 15 and 24 years) due to increased male involvement in protecting girl children against FGM.	Survey and Evaluation reports on the prevalence of FGM in project villages.
	Number of reported FGM incidences the village government offices, at police stations and courts of law.	
	50% of girls at first delivery are rescued from FGM.	Testimonies of girls who escaped from FGM.
	Number of families with 2 or all girl children without having undergone FGM. Number of male parents who strongly support their daughters in education. Number of male and female parents' testifying that their daughter(s) survived from FGM because they were informed of its effects.	Testimonies of parents who protect their daughters against FGM. Testimonies of young men who have married girls from their villages who did not undergo. Observations. Interviews and Focus Group Discussions.

In the project application for 2010-2012 there has been some confusion on the elements project goal, outcome and indicators for the goal. The presented indicator at Goal level states: *“Dodoma region contributes to a reduction in gender inequalities and improved economic and socio-cultural aspects by 5% by the year 2012”* This indicator is far too broad and quite meaningless as you cannot reduce by 5% something that is not specified.

There has been consistency in identifying and analysing risks to the project.<sup>25</sup> However, the analysis of the risks lacked an attempt to understand the weights of those risks and how DIAC would mitigate them. Instead DIAC seemed to analyse and suggest a way forward after risks have happened (e.g., how to address that girls are being mutilated or that law enforcers are not doing their job). This indicates a shift away from the preventive core of the project into the direction of mitigating effects.

*Monitoring, Evaluation and Reporting:* Interviews undertaken for this assessment and a review of key documents<sup>26</sup> indicate that DIAC uses a monitoring system based on field visits, interviews and questionnaires for information and data collection. During field visits DIAC members meet with village government committees, local authorities, village traditional committees, religious leaders, elders, children and youth. Youth facilitators at the local level (one male and one female per village) report monthly on activities to the DIAC office in Dodoma and these reports are then compiled and sent to FOKUS. The evaluators saw one report that was to be sent to DIAC in which there was no clear format and the content was not related to objectives or indicators. While DIAC precisely defines how they will conduct monitoring of projects (Example 1 below), the reports present activities conducted and a general overview of achievements but no analysis against set targets (Example 2 below).

**Example 1:** “Programme results will be measured throughout the process, showing, number of workshops conducted, target audience reached, types of IEC [information, education and communication] materials produced and distributed to target beneficiaries, and rate of FGM reduction in project areas. Annual and periodical monitoring/evaluation visits to project areas (interviews, focus group discussions, testimonies, annual village facilitators forums and documentaries)”<sup>27</sup>

**Example 2:** “Through ongoing activities of community sensitisation and capacity-building, there is increased awareness about violations of the rights of women and children. Some positive signs showing that the campaign against FGM is giving significant results include, the community gradually changing attitudes in recognition of children’s and women’s rights and dignity.”<sup>28</sup>

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<sup>25</sup> See project agreements for 2006 and 2008, the logical framework of 2009 and the application for 2010-2012.

<sup>26</sup> E.g. Project Annual report 2006 – DIAC, page 10.

<sup>27</sup> Application for Multi-year programme 2010-2012 DIAC, page 10 in the section of Monitoring.

<sup>28</sup> Project Agreement 2009 – DIAC page 3.



There was an evaluation of IACs work against FGM in 2004. This presented some of the achievements made while acknowledging that the high prevalence rate of FGM in Dodoma remains a big challenge.<sup>29</sup>

DIAC has the potential to significantly increase the project's impact by improving project management. Results based management can help DIAC get more impact without increasing cost or pressure on members, facilitator and staff. Greater contextual understanding will lead to better use of people's time, better use of the available budget and better coordination with other stakeholders. For this to be possible DIAC needs to continue investing in capacity building, including project management.

DIAC needs to clarify its objectives and articulate a clear strategy to achieve them, a strategy which is harmonised with those of other agencies working in the area. For this purpose DIAC should develop knowledge and skills to engage in effective planning methods to support its management system. DIAC should improve its planning by elaborating logical and coherent objectives with SMART indicators, sources of verification and assumptions as well as strategies to mitigate risks.

Despite monitoring system gaps, we noted that DIAC is able to collect and reflect on the views of the communities and that lessons learned are being integrated in their strategy. However, the monitoring system should be improved by articulating data collection tools and frequency and data should be reflected upon to inform on progress, strengths of the approach/strategy and changes in behaviour, outcomes and impact. DIAC should involve communities in improving the design on the alternative rites of passage so as to include activities in areas it prioritises.

DIAC also needs to analyse the political and socio-economic external factors affecting its activities and came up with strategies to influence those external factors. Where such external factors are beyond its scope DIAC needs to decide on its future role in strategic alliances and networks to address those challenges.

### **5.3 Project Approach**

One of the key features of the DIAC approach is that its members are volunteers for their communities. The services are geared towards awareness creation, mobilisation and capacity building of community members, including parents and youth. The project also adopts a participatory approach of delivery involving facilitators at community level (including youths, religious leaders, community formal and informal leaders and guardians of the tradition). Community members take part in activities, monitoring and reporting.<sup>30</sup> While this approach is labour-intensive and time-consuming, requiring lengthy stays within the communities to build trust, it has proved to be empowering and potentially sustainable. DIAC acknowledges that had it not been for the support of FOKUS, DIAC would not have been able to engage in such a participatory approach.

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<sup>29</sup> Lie et.al. (2004).

<sup>30</sup> Agreement with Norad, FGM Dodoma, 2009.

DIAC is a founding member of the National Coalition Against FGM (NCAFGM) and the NGO Network for Dodoma Region (NGONEDO). It also has a good working relationship with local government officials, media, health workers, and other organisations working on human rights and on the health of women and children.

DIAC participates in events such as the International Women's Day, International Zero Tolerance Day in Dodoma, the 16 Days of Activism Against Gender Violence and the International Day of the African Child. At regional, district and ward level DIAC collaborates with the police force, lawyers and local authorities to assist victims of rape, early pregnancy, wife inheritance and FGM.

The Women's Front fosters cooperation among its supported partners through meetings, seminars and exchange visits. This initiative has enabled partners such as KIWAUKUKI of Kilimanjaro, SIAC from Singida, and the Chole Society of Women's Development (CSWD) in Chole Island, Mafia to interact and exchange best practices (2008 Annual Report). However, the objectivity of the relationship that DIAC has with other stakeholders and partners of the Women's Front is not clear. Reports have also not shown how cooperation has added value to the activities of DIAC, as illustrated by the example below:

*"Such gatherings are very empowering and enriching to both parties. Difficult issues can be simplified and understood by all partners in good time. Visiting, surveying and observing the work done in the field promote better understanding of our common vision and commitments towards achievements."*<sup>31</sup>

The beneficiaries of DIAC interventions are both young girls who are unable to protect themselves from decisions made by their parents and women who are newly married or delivering their first child. Its work also involves activities targeted at men and women including mothers, fathers, circumcisers, traditional birth attendants and influential leaders, most of who lack formal education. DIAC also targets religious leaders, village and ward leaders and other officials. The activities carried out for each group differs with regard to the intended objectives. DIAC members acknowledge that the cooperation they get from some elders and youths, religious leaders and some parents has contributed to the scaling up of activities and spill over to other villages.

Beneficiaries of the project are considered vulnerable due to their dependency on their parents and their inability to make their own decisions to protect themselves against harmful practices. They need protection from *outsiders* as they are not protected by those who would have been expected to protect them.

Involvement of local communities is not only empowering but brings a sense of ownership to many people. The resistance to change, which is also a core element of the community reaction to DIACs work, cannot be effectively addressed unless the members of the community who do support change are engaged. In this regard the approach used by DIAC is effective and is potentially sustainable. However,

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31 DIAC Annual Report for 2008, p. 4.

recognising that some groups within the communities continue to challenge efforts against FGM, it is surprising that these challenges have not been analysed during annual planning nor have effective strategies been developed to address them.

Focus group discussions with DIAC leaders revealed that some project interventions have been integrated into existing local systems, including village government and schools. One example is the introduction of alternative rites of passage to replace FGM.

The approach of DIAC of working with individuals and structures at community and district level should be continued. However, DIAC should be facilitated to build capacity at these levels. The nature of cooperation with like-minded organisations and the Women's Front should be clarified and DIAC should demonstrate the usefulness of such collaboration.

#### **5.4 Achievement of Results**

The planned goal/expected outcome of the project has been defined as to contribute towards the elimination of FGM, other harmful traditional practices, improved health and human rights status of women and children by a reduction of 5% by 2012. It was also planned that Dodoma region will contribute to a reduction in gender inequalities and improved economic and socio-cultural aspects by 5% by the year 2012. To achieve this, activities such as sensitisation, advocacy and training were planned.

DIAC conducted training sessions, workshops, and campaign activities to reach teachers, health workers, judicial personnel, police forces and community members (circumcisers, influential leaders, youths, girls and boys men and women). It is estimated that DIAC will reach 5,760 people in 24 villages.<sup>32</sup>

There is an increased understanding of the negative effects of FGM and HIV and AIDS among community members. Men and women publicly denounce FGM and state that they have protected their daughters against the practice. Furthermore, national data on FGM from research carried out by the Ministry of Health and Social Welfare show a declining trend in FGM, from 18 to 15 percent.<sup>33</sup>

Interviews with children revealed that they are aware of their basic rights including the right to protection from harmful traditional practices such as FGM. The following examples from the field show how behaviour and attitudes are changing:

- The father of a 3-year old was away from home when his brother, who was in Standard 5, called the man to inform him that the village elders had organised a circumcision for his daughter. The father arrived home in time to see his daughter in the "room of operation". Going against his culture, he rescued his daughter.
- After delivery of her first child, a married woman reported that her husband began to demand that she be circumcised. She was sent to her parents for the procedure but her parents had stopped the practice due to its negative effects. When asked why FGM only became an issue when she delivered her first child,

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<sup>32</sup> Application Form for Multi-year Programmes 2010-2012, p. 4.

<sup>33</sup> Project Annual Report, 2006.

the woman replied that, since her in-laws had assisted during the delivery of her child, they must have seen that she was not circumcised and began to exert pressure on her husband. Pregnant with her second child, she was divorced from her husband. When asked if the woman knew of the negative effects of FGM, she replied that she did not.

Through experience DIAC has learned that not all members of communities are in full agreement to stop the practice of FGM. Circumcisers fear losing their source of wealth and social influence and parents fear that uncircumcised girls will behave badly or that it will be difficult for them to marry. In response to this resistance, DIAC has introduced alternative rites of passage that include teaching of traditional songs, dances and values and responsibilities without female circumcision. Alternative rites of passage are performed in schools and villages by community elders in collaboration with teachers. However, it is worth noting that discussions with elders and guardians of traditional practices revealed that not all are in favour of eliminating FGM and other traditional practices:

*“We have stopped it and you see today our daughters have no discipline at all, they never respect their parents. They wear clothes half naked and prostitution has increased in our society. In order to address that, FGM practice and other ritual ceremonies are important. What is the alternative of disciplining our children? Our girls are becoming wild and some will die of AIDS.”* Village Elder, Manungu.

There is also scepticism regarding alternative rites of passage as being “too modern” and lacking some of the traditional topics covered in traditional rites. Furthermore, it has been reported that FGM activities are now being performed in secret to avoid criticism and official sanctions. There were even rumours that FGM is now being performed on infants and pre-school girls.<sup>34</sup>

*Outputs Not Achieved:* In 2008 DIAC introduced incentives to “provide economic support to youths working to combat FGM in 24 project villages.”<sup>35</sup> The intention was to motivate youths through economic empowerment, encourage food sufficiency and ensure continued voluntary participation of youths. Informants reported that farm implements and seeds were provided, but the youths were unable to harvest due to drought. In addition the project agreement of 2009 contained an element of support for income-generating activities for circumcisers but it was not explicit on what exactly would be done. The following year’s report did not mention any achievements with regard to income-generating activities.

*Other Achievements:* Awareness creation has resulted in an increase in the number of cases of violence against women and children that are brought to the police, courts of law and to activist organisations by women. Increasingly, men (as parents or brothers) are supporting women and girls to obtain their legal rights. We were presented with *ad hoc* examples of this:

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<sup>34</sup> Project Annual Report 2006.

<sup>35</sup> Project Annual Report 2008.

Sometimes women and girls who are victims of early pregnancy or who have lost their property after divorce or the death of a husband seek help from DIAC. This increased demand of DIAC services challenges its capacity. To respond to the need, DIAC restructured and allocated a volunteer to link the women and girls to the respective services by facilitating meetings or supporting clients to pay for legal services. Support to a few women so far has shown that the processes are not only tedious and time consuming but also expensive, as women coming from rural areas need financial resources and accommodation while in Dodoma town. This causes frustration in the organisation as their volunteer can only handle a few cases and as there are no resources intended for supporting affected women while they are in town to seek justice.

In a case presented in the Annual report 2006, an orphan who was living with her uncle was denied education and mutilated. When the girl shared the information that she had undergone FGM involuntarily with her neighbours, they initially attempted to support her in seeking legal redress. But they were victimised and were kept in police custody for two months for their labours, while those who committed the crime on the girl remained free from impunity. DIAC helped the girl by supporting her with education and vocational training to improve her future livelihood as well as constructing a house where she can live with her new guardian who still suffers threats from the uncle whose wife played a key role in the FGM undertaken.

The steps taken by DIAC are clearly well-meaning but do not in themselves address the cause of the problem or challenge the beliefs from which these actions originate. Such steps will not result in the achievement of the core project goal of stopping the practice of these harmful traditional practices. If these types of activities are taken up in the project strategy there is a risk that the project focus will change from “preventive” to “curative”.

*Cost Effectiveness:* The evaluation team found that DIAC uses few resources yet appears to get quality results and reach many people in the remote areas of the Dodoma region. DIAC staff use public transport and very often use public and community venues as sites for training. Furthermore, members work as volunteers. Costs are therefore low. However, the size and remoteness of the region make travel to target groups, by public transport, by bicycles or by foot, difficult and time consuming. A lot of time is spent in travelling and only a few communities are reached. Lack of transport has limited DIACs ability to respond to the demand for services in remote areas, consequently communities and facilitators lose faith in the organisation.

Cost effectiveness appears to have been interpreted as “low cost” and we noted that there appeared to be a need for further discussions around the relationship between objectives and costs. Ill resourced objectives create frustration and such objectives should be explicitly excluded or realistically resourced.

*Operational Challenges:* There are several challenges to the project: i) The Dodoma region is about 413,311 km<sup>2</sup> large with many inaccessible villages. In some areas, the presence of wild animals has made travel by bicycle or on foot dangerous.

ii) DIAC members and communities are working on a voluntary basis while other organisations pay significant allowances. Some members of the communities do not trust DIAC since there are no such funds to cover allowances. iii) Anti-FGM means no income for those who used to be its champions and facilitators (especially youths) have been complaining that they are not compensated for the time spent on activities against FGM. DIAC is therefore challenged to address income-generating issues.

*Conclusions:* DIAC has delivered planned outputs and there is some evidence of changes in attitudes towards FGM. However, lack of systematic documentation makes it difficult to account for achievements against planned targets.

DIAC has received support to implement project components aimed at income generation for facilitators and circumcisers that had the potential to contribute sustainability to the activities in the field. However, as there was no adequate analysis of the achievements and of constraining and supportive factors during the implementation of the income generating activities for youths, which were not successful, there is a risk of repeating mistakes and using inappropriate strategies.

Despite the various training programmes undertaken by DIAC there is still some resistance to stopping FGM practice. This implies that efforts for awareness creation are still needed. Furthermore, while DIAC is currently responding to new demands for services by linking their clients with service providers there is a need to reflect and prioritise the services it will deliver to its clients before it expands its own scope.

*Recommendations:* i) DIAC should continue with its participatory approach and therefore intensify training of community representatives. Alternative means of earning income should be clearly analysed to avoid wasting resources. ii) DIAC should build more strategic alliances with partners who have the capacity to deal with legal issues and only play a facilitative and linking role. This measure will not only ensure that needy women have access to services delivered by professionals but also alleviate the burden on DIAC. iii) Both DIAC and FOKUS should ensure that annual reports present an in-depth analysis on how the planned targets are achieved or not achieved and project agreements should be backed by rationale for interventions. Building up from previous experience should be promoted.

## **5.5 Conclusions and Recommendations**

The project relevance was underpinned by its intention to address harmful traditional practices such as FGM and other forms of gender-based violence, early marriage, early pregnancy and property inheritance rights in the Dodoma region. It sought to address the negative effects of FGM practice on the health of women and girls and the physical and psychological traumas that women and girls experience as a result of practices that are deeply embedded in the society's traditions and customs. The achievements of the project are likely to be sustained through community structures and enforcement of existing laws.

DIAC has delivered planned outputs and there is some evidence of change in attitudes inasmuch as more men and women are increasingly stating their opposi-

tion to FGM. The DIAC approach of working with local communities has facilitated intensification of project activities. In addition the organisation has been successful in collaborating with other stakeholders towards the attainment of its objectives.

The project has been managed in a low cost manner. The use of its members and facilitators at community level who worked as volunteers has significantly contributed not only to reducing its overhead costs but also to building the sense of ownership of the organisation by its members. It is less clear that the low cost approach has always been effective.

DIAC interventions are working against the interests of elders in the villages who are influential and benefit from traditional practices. During planning and implementation it is critical for project managers to be aware of and continue to monitor the interests of such stakeholders and their actions. It is important that DIAC uses its network at grassroots level to understand how elders who were performing different rituals including FGM cope with the withdrawal of their source of wealth and respect.

Partners such as DIAC are serious and effective organisations that work directly with the communities. However, while they may have knowledge of the matter on the ground, they have insufficient capacity to cope with some concepts and requirements, especially those pertaining to log frame analyses and results based management. In this regard an investment should be made to improve knowledge and skills to ensure that partners at all levels understand the systems and procedures. Measures could include identifying and using existing field coaching services or subsidising paid courses or encouraging use of free courses offered by research on poverty alleviation.

## 6 KF/Women and Health, Chole

### **FOKUS – Women’s Front of Norway – Chole Society for Women’s Development: Women and Health Project, Chole Island<sup>36</sup>**

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context. The team conducted a document review and interviewed key informants in both the Norwegian and the Tanzanian organisation, visited project implementation sites including the current women’s market place and the former market overtaken by the hotel owner, the Chole Dispensary, the nursery school, the CSWD women’s learning centre, the CSWD offices, Chole village and ward government offices and some women at their homes. In addition to CSWD leaders and members, the team met with village, ward and district officials. Other stakeholders met were the investor of the Chole Mjini hotel and a member of a newly established competing development organisation.

#### **6.1 Background**

<b>Geographic Area</b>	Chole Island in Mafia District, Tanzania.
<b>Population Coverage</b>	Jibondo ward
<b>Target Group Size</b>	Approximately 3400
<b>Years of Operation</b>	2000 – 2010
<b>Financial Input Per Year</b>	2005: NOK 428 000 2006: NOK 518 000 2007: NOK 503 000 2008: NOK 503 000
<b>Route of Financial Support from MFA/Norad to the Final Recipient</b>	Norad – FOKUS- Women’s Front – Chole Mjini Conservation and Development Hotel – Chole Society for Women’s Development
<b>Description</b>	Improve women and children’s health and to empower women economically through training in income generation and microfinance.

Contact between FOKUS/Women’s Front of Norway and the Chole group began in 1997 through one of the co-owners of the Chole Mjini Hotel (“the hotel owner”). Living in Chole and believing that she knew the real situation, she presented the case to one of the people in Women’s Front. As it appealed to them she was allowed to develop a proposal that was approved and funded. The co-owner be-

<sup>36</sup> This case study has been prepared by Eutropia Ngido, Country Coordinator and Simon Dafi Research Assistant. The team wishes to thank the following for assistance without which our task would not have been possible to complete: CSWD members, especially the office bearers who welcomed us warmly with great hospitality and facilitated the site visits and interviews. Furthermore we would like to extend our sincere thanks to all community members and village leaders of Chole who participated in face-to-face interviews. Special thanks go to the District Commissioner and the District Executive Director of Mafia District who despite their tight schedules due to national and local government elections gave us audience and shared valuable information about Mafia District and Chole Village.



come the first project manager and devoted part of her time to the project, facilitating activities such as training and study trips. The women of Chole were initially an informal group and the project presented an opportunity to organise. The group registered as the Chole Society for Women's Development (CSWD) in 2000.

CSWD started to receive Norad financial support in 1997 from the Women's Front of Norway (*Kvinnefronten*) through FOKUS, an umbrella organisation that groups together women's organisations in Norway. Since 1997 CSWD has gone through different cycles of planning and implementation. The main focus of the intervention has been the economic empowerment of women and exercising their basic rights. Project services have been delivered in the form of training, financial support and construction of facilities. CSWD has a membership of approximately 400 women from Chole and neighbouring villages of Jibondo, Juani, Marimbani and Kiegani.

The funding has been used in construction and management of a dispensary, a market, a nursery school and a learning centre. It has also been used to sponsor activities such as adult education programmes aimed primarily at women, savings and loan groups for women, HIV prevention programmes, educational scholarships for girls and outreach programmes to women's groups in the neighbouring islands of Jibondo, Juani, Marimbani and Kiegani. In its involvement in such activities, the Women's Front has sought to be responsive to the needs and opinions of the women in Chole and members of the Women's Front have visited the island on a number of occasions. CSWD relies on the spirit of volunteerism for carrying out its work.

Gender equality and poverty alleviation have been central concerns for the Women's Front from the outset of its engagement in Chole. No baseline study was carried out at the inception of the project but there was good knowledge of the context. The absence of a baseline study placed the project assumptions, design, target groups selection etc. squarely in the hands of the project manager who also happened to co-own the local hotel, the Chole Mjini Lodge. Tourism development has expanded over the past decade, including the Chole Mjini Lodge, which is now an eco-tourism hotel with a strategy and image based on close involvement with island residents in generating community development.

The project was developed on the grounds that Mafia was and still is an underserved district characterised by lack of basic social services and economic infrastructure and with insufficient human capital. These assumptions were confirmed by an evaluation conducted in 2004 which defined communities of Mafia as characterised by subsistence economy, low income, high illiteracy, high HIV infection rates and gender inequality (Caplan et.al. 2004).

CSWD interventions were consistent with the National Strategy for Growth and Poverty Reduction (NSGRP) and sectoral policies. Interventions in Chole were clearly aligned with the NSGRP clusters on growth and poverty reduction of and on improvement of quality of life and social well-being and with the government's health and education policies. The intervention on health was geared towards improving accessibility to health services and the operational targets regarding education address e.g. childhood development and primary and secondary enrolment rates.

The Women's Front and CSWD pursued a full array of strategies for project implementation with objectives in three areas: (1) physical capital development, (2) human capital development and (3) financial capital development, with particular focus on (1) and (2). They have also supported measures to increase the economic status of women. Despite the alignment of interventions with the national and sectoral framework, the process of implementation revealed weaknesses in conceptual underpinnings. One example is the dispensary, built with funding provided by the Women's Front. The first set of staff came from abroad and informants commented that services were at the highest level ever and that citizens from nearby villages and districts flew to Chole for health services. After three years the dispensary was handed over to the village government, with project money funding the employment of a nurse and a laboratory technician. This is below government standards which prescribe that a dispensary should be managed by a clinical officer. According to the District Executive Director, however, the district is faced with an acute shortage of staff in all sectors, including 91 vacancies in the health sector.

The Education and Training Policy of 1995 stipulates that each primary school should have a pre-primary school class under the supervision of a grade 'A' teacher. Knowing its limitations, the government encourages extensive stakeholder participation and Public-Private Partnership for provision of these services. Hence, private operators have started and are managing schools with the Ministry performing regulatory functions. The CSWD nursery school was not integrated into the existing primary school, but is run as a subsidized private nursery school. Under the CSWD school system parents are expected to contribute TZS 500 per month as a contribution for day-to-day supplies. However, due to economic hardships, contributions are not currently being made and the school maintenance depends entirely on external funding. The nursery school is served by three teachers who are paid by the CSWD. In addition, CSWD pays for food, two cooks and two watchmen. The cost of running the nursery school is USD 500 per month. While the CSWD has so far managed the nursery school despite these challenges, this is not sustainable in the long run.

CSWD has constructed many buildings through this project, including a market building on land donated by the hotel owner. Discussions with key informants revealed that the market building was constructed under the pressure to spend money before the end of the financial period. Responding to the situation, the hotel owners apparently donated a piece of their land to CSWD. However, the construction was carried out before CSWD had acquired legal rights to the land and after some years the hotel owners claimed their land back, resulting in a significant loss for the CSWD project.

For the period under review, Chole communities have experienced many changes, some with a positive and some with a negative effect on their lives. For decades, the residents of Chole have been dependent on the sea for their livelihood but the use of rudimentary tools and equipment has limited their activities to shallow areas. Since 1997, following the designation of the Mafia Marine Park as a protected area, shallow-water fishing ceased to be a means of livelihood. The communities were

forced to go to deep seas instead, resulting in a lack of both lack of protein source and income. Tourism is booming with a number of investors and tourists visiting Mafia and Chole village. At the beginning of this boom, residents increased their incomes by e.g. renting boats to tourists. This has changed as hotel owners are now providing this service to the tourists directly. The economic situation is also affected by a decrease in the production of oranges, caused by a change of weather and diseases and increased transport costs.

Chole has been experiencing a high rate of HIV infection. In 2007, 46 women and 60 men attended the voluntary counselling and testing in the Chole centre. Of the 106 people tested, 15 were HIV positive. On the positive side, Chole people are increasingly investing in education of their children. More girls and boys join secondary school and a number of them are at college level.

The problem analysis demonstrates a sound knowledge and familiarity with the environment and situation of the community. Various interventions implemented were congruent with the national priority agenda and sectoral objectives. On the other hand, the integration of the dispensary and nursery school into the district council systems of service delivery was not systematically planned, which poses a challenge to the sustainability of these services. The fact that women lost their property to the hotel owner, who furthermore was one of the key persons of the project, makes it clear that there was not enough analysis and adherence to governing rules and regulations. This has significantly affected the achievements of the CSWD interventions. Hence the CSWD project demonstrates the importance of a proper analysis and understanding of the implications of existing policies and regulations.

## **6.2 *Managing for Results***

The approach adopted by Women's Front in which CSWD members identified and discussed their own development priorities is a sound one and improves the chances of relevancy and ownership. However, the range of problems was presented broadly, with little interrogation of causes and effect, or prioritisation of problems. This has resulted in the two partners trying to address many problems through multiple interventions. Inadequate prioritisation and agreement on common goals has led to a range and diversity of aims that has weakened the coherence of the project and ultimately the impact of the project when viewed as a whole.

CSWD has been applying a one-year cycle of planning and implementation. Interventions were prioritised by members based on their views on poverty alleviation and capacity development. A big portion of planning was in the hands of project managers or hired consultants who organised the ideas presented by CSWD members, translated them to English and developed the plans that were sent to funders. Project plans present an attempt to use elements of log frame models such as goals, expected results, outputs and activities but lack of professionalism creates considerable confusions in the plans. There has been also an attempt to identify risks but evidently the importance and relevance were not adequately

analysed. Throughout the life of the project, there has been little attempt to define indicators or to report against them.<sup>37</sup>

When looking at the activities that were implemented during the previous thirteen years, we find that several activities are logically linked to the objectives. However, some activities, such as training on boat riding, were evidently not effective enough to generate expected results.

CSWD has no monitoring system and the project was developed on a broad generalised background without specific baseline data. It is therefore difficult to say how much the interventions have achieved. Generally project management focused little attention on reflections as to effectiveness of the strategies employed, thus not adequately consolidating and learning from already implemented activities.

Data have not been collected or documented systematically. Reports focus on what has been executed rather than what has been achieved and the extent to which identified problems were being resolved. For instance, reports indicate that orphans were supported, but not the effect of the support or the extent to which the vulnerability of the orphans was addressed. Similarly, reports show that women were given loans with which they started income-generating activities, but not the extent to which this has improved their ability to meet their needs. Hence, CSWD has not been able to assess its strategies to inform their development process.

The strategies pursued to increase women's income suffered from weak conceptual grounding and inconsistencies in achieving outcomes. An obvious example is the establishment of the market building. Other buildings owned by CSWD are underutilised and many need intensive maintenance. Since 2004 CSWD have expressed concerns about maintaining projects such as the learning centre and kindergarten when donor money was discontinued (Caplan et.al. 2004). However, subsequent cycles of planning did not make any attempt to identify strategies to address these concerns.

In the case of training activities, results appear to have fallen well short of intentions, as they were not followed up by actions to ensure the use of skills. One aim was to facilitate transport of goods from Dar es Salaam to Chole village via boat, but according to informants hiring a boat was too expensive to make it a profitable business. Hence the underlying assumptions were unrealistic.<sup>38</sup>

Two evaluations, conducted in 2000 and 2004, generated useful information for project steering. The evaluation of 2004 was informative on the achievements made, contentious issues and the emerging dynamics caused by the intervention. The evaluators made a number of recommendations including that CSWD and the Women's Front/FOKUS should *i)* Consider how current projects may be rendered sustainable. *ii)* Conduct a quality check of Chole Health Centre in the near future. *iii)* Appoint a Community Development Officer to assist the CSWD to develop new proposals and see them through. *iv)* Include a monitoring component in all CSWD

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<sup>37</sup> Project Document CSWD-Agreement 2006.

<sup>38</sup> Project Document: Result report 2007-2008.

activities. Only a few of the evaluation's recommendations, such as appointment of Community Development Officer (CDO) to improve project management, were implemented. Most recommendations, such as those of strategizing and planning for sustainability and improving communication and information dissemination in the village, were not addressed in the plans of 2006-2008.

### 6.3 **Project Approach**

The selection of the local partners seems to be based on the trust between the Women's Front of Norway and the managers of the Chole Mjini Hotel. The Women's Front has confined its choice of partners to CSWD, targeting women and girls in the village. The choice stems from an overarching objective to address gender inequality. The relevance of the choice of CSWD as a partner is confirmed by the gender inequalities, poverty levels in Chole and the mission of the Women's Front. The target group's commitment and eagerness to change their lives was demonstrated by their participation in project activities and the step of registering their own organisation. However, communication and interaction between the two partners was challenged by the low level of education among CSWD members and their inability to communicate in English (Caplan et.al. 2004).

The interventions were guided by the gender (women) approach and did not take into account concerns of others in the village, creating some tensions. For example the stipulation that scholarships would only be made available to girls from specific areas of Chole village has been a source of controversy both between men and women and between sub-villages. Some men have argued that CSWD has been insensitive to the situation of men and boys in the village. The issue of including men was repeatedly raised but no concrete action was taken to address those concerns. For example, the 2000 evaluation commented that some leaders of CSWD did ask for it to be relayed to the Women's Front that they also want *maendeleo* (development) for the men, noting that neither men nor women can 'make it' alone, but need to work together for the good of their families".<sup>39</sup> The 2004 evaluation states that many women also expressed a desire for more aid for the men who, after all, were their fathers, husbands, brothers, and sons (Caplan et.al. 2004).

The role of the Project Manager for the CSWD intervention is a critical one. The appointment of one of the Chole Mjini Hotel owners as Project Manager was definitely not the best option and there was no analysis of the potential for a conflict of interest. In 2004, there were tensions over the relationship between the hotel and the village. In 2007 the hotel owner, by then former project manager, claimed ownership of the marketplace that had been constructed by the project on the land that she and her co-managers of the Chole Mjini Hotel had previously given to CSWD.

Despite more than ten years of implementation, CSWDs project management capacity is weak. CSWD has received support to write proposals, steer the implementation and write reports to donors. The current leadership view the market building, the vocational training centre, and the project managers' house as burdens rather than as assets to benefit from. The period that the Women's Front has

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39 2000 evaluation, p. 19, referred to but with proper reference missing, in Caplan and Walley, 2004, p. 35.

been supporting CSWD would seem long enough to understand the need to build the capacity of CSWD. CSWD need to develop strategies to ensure that assets are used as effective economic ventures and contribute to sustain the other components of the project.

CSWD did not take into account the potential advantages of using existing services such as planning and community development at the District Council level. All along, the project has been managed by external managers. CSWD is recommended to link more with the District Council for project management support. The current District Executive Director is relatively new in the district and his first visit to Chole coincided with our visit in August 2010. During our briefing, he admitted that he had a lot to catch up. However, he was aware of the initiatives in Chole and of the conflicts over the marketplace. He saw a number of ways his office could support CSWD (e.g. linking with other initiatives in the district and providing technical skills through the planning and community development departments) and expressed a cautious willingness to help, noting that he has a lot to learn in order to understand the existing dynamics before he jumps in.

The emergence of conflict in the village is a signal that there have been some negative effects on the social and economic structures of the community. Such conflicts might be seen less as a problem and more as a challenge for learning. Either way, it is important that interventions include capacity building for conflict management as an integral part of the projects.

#### **6.4 Achievement of Results**

During the period under review, the Women's Front has approved a number of activities in Chole. Planned outputs were delivered and there are some significant outcomes and impacts. In interviews, stakeholders confirmed that these outcomes were due to the project and that without the project these developments would not have taken place. Below are some examples.

CSWD constructed a number of buildings through the project, including a vocational training centre, an office, a house for meetings and weaving, a market place and a house for the project manager (also used to host visitors). Title deeds for all buildings have been secured by CSWD. A dispensary was constructed and is functional under the district council. Health services are available though the quality of service remains low due to a lack of capacity and staff in the health sector.

Classrooms were constructed for the nursery school and three teachers are employed. About 60 children attend the nursery school, which also provides meals with high nutritive value. Teachers said that children who have gone through the nursery classes perform better in class one than those who have not. Mothers said that they have time to carry out chores with peace of mind, knowing that their children are in good care in the school, thus giving women time to participate in economic activities. There has been significant change in attitude towards girls' education. More girls are given the opportunity to attend school, a number of girls have qualified as teachers, nurses and tour guides at least five girls are attending university. The education for girls' component of the project is highly valued, as

stated by the CSWD Chairperson: *"All projects can stop. But it will be a big blow if we will stop the project on education for girls. We will strive to make sure that girls go to school"*.

Through various training, women have acquired skills and have established income-generating activities such as seaweed cultivation, weaving and kiosks. About 16 women have been trained on boat riding<sup>40</sup> and 10 others in gardening. Since the initiation of the project about 45 women have been trained in reading and writing skills (Arabic and English) and simple mathematics. Women have established a credit and savings group and group members who were given loans have invested in small businesses. Despite that fact that funding has stopped, the women are still organized, they have leadership and they are working hard to find means to sustain their projects. Trainings and study visits have made women aware of their rights and increased their confidence. Although they lost the case and the first market building was taken back, the effort to defend the market place is worth mentioning as a confirmation that the women are able to deal with serious challenges and conflicts.

Sensitisation sessions were conducted and orphans supported with education and other basic needs. In 2007, 162 orphans were included. Counselling was conducted with the full support of the community, stigma has been reduced and more people use the services of the voluntary counselling and testing (for HIV). In its outreach programme, CSWD supported awareness creation on HIV/AIDS, establishment of savings and credit groups and experience sharing in the villages of Kiegani, Juani, Jibondo and Marimbani. In 2004 it was reported that the outreach programme to Juani and Jibondo was unsuccessful due poor attendance in the meetings.

CSWD has enjoyed more than ten years of external support. Between 1997 and 2009 CSWD was getting an average of TZS 98 million, approximately USD 63,000 per year. CSWD now has a challenge to maintain a consistent level of service. They have for example a staff of three nursery school teachers, two cooks, two matrons and two watchmen). CSWD have secured another source of funding for the salaries but they have not established direct contact with the funder nor do they have a formal contract. The money comes through the Chole Mjini hotel owner.

Due to lack of funds some projects, including the support to orphans and the outreach project on sensitisation on HIV/AIDS have been dropped. It is not clear whether they will be able to maintain the infrastructure and other services. Except for the nursery school all other buildings are currently underutilized, some need major repair, all need regular maintenance. One of the buildings has a broken roof and cracked walls after a coconut tree fell on it and the problem was not attended to immediately. The underutilization of buildings is attributed to the lack of clear strategies on the part of CSWD members.

Women were enthusiastic about the seaweed project but have been unable to sell the products for a good price. They had received unconfirmed information that the middlemen who buy from them sell the products at a price a hundred times higher.

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<sup>40</sup> Traditionally handling a boat is a male task. This limits the women's degree of freedom and their possibilities of interacting socially and professionally.

Woven products are sold in a very competitive market and the quality of the women's products is low compared to products found in Zanzibar, Dar es Salaam, Arusha and Nairobi. Until now CSWD members do not seem to have any realistic business model or marketing strategies for their products.

Given the number of projects in Chole, CSWD needs a qualified, dynamic project manager who is capable of refocusing the project with strategic thinking and attention to a few core, sustainable activities. However, responsibility for the project has always been in the hands of a paid project manager and none of the CSWD members has the capacity to take over such responsibilities.

CSWD considers the project cost effective since it has incorporated several activities over a period time. However, we note that the ad hoc planning, lack of basic preparatory work and consequences of inappropriate staffing jointly resulted in very high costs per beneficiary reached. While some activities have had low running costs, it is highly unlikely that this project has been cost-effective overall. It is not surprising that members are worried about the future of their projects. Where the nursery school is concerned, they are maintaining staff with salaries that are competitive with government salaries. It is not clear that they will be able to continue to pay these rates without donor support. CSWD emphasised how essential these resources have been to their development.

Informants revealed that the hotel investor who had been and remains a close ally and supporter of the village has initiated the establishment of another community development organisation called Harambee. Funds are drawn from hotel corporate contributions topped up by various donations. Harambee began by funding secondary education for boys and, since 2009, when funding from Women's Front stopped, Harambee took over funding for the girls. During our visit we met a couple who told us they are interested to fund developmental projects through Harambee. Hence, there may be an opportunity for funding via Harambee. On the other hand, this new organisation "competes" with CSWD for resources and the attention of the authorities, partly by challenging CSWDs legitimacy as representative of the population.

## **6.5 Conclusions and Recommendations**

The project has achieved some of its key intended outcomes and was relevant to the women and girls involved. It has addressed issues of gender equity on multiple levels by the implementation of large number of activities. Stakeholders attest that the outputs have contributed to improving individual income, accessibility to education by girls, accessibility to health services by the community and high self-esteem and confidence among women. Women have gained confidence and been empowered in pushing their agenda and managing projects. However, there has been no consistent documentation that makes it possible to estimate how effective the aggregation of the various projects have been in solving the identified problems and empowering women.

The project design was fundamentally flawed in a way that could have been avoided if a proper baseline survey had been conducted. By allowing the project to be based



mainly on the initiative and information provided by one of the core power holders in the island's economy, the Women's Front is likely to have detracted significantly from the identified or potential positive impact of some of the activities. Even if it is possible to identify a series of positive effects, ranging from schooling and boat handling skills to access to health services, the overall impact is not possible to assess as systematic data collection is insufficient and impact on power relations appears to have been questionable, at best.

CSWD has been heavily depending on the Women's Front for funding to maintain the projects. The issue of sustainability was commented on in the 2004 evaluation but remains a crucial issue. A main challenge facing CSWD at the present time is refocusing on core activities in the hope of improving the sustainability of its services. While the withdrawal of donors might have been communicated to CSWD, no exit strategy was planned. The Women's Front should have increased efforts to mentor and build capacity with their partners. For instance, the project should have embraced a component of developing the ability of CSWD in thinking through how the projects will be made more useful in achieving the empowering of women and sustainability. Any new funding should include such capacity building or be able to contract it.

The CSWD project presents a scenario in which development is highly dependent on complex networks among community groups, government agencies, NGOs and donor agencies as well as on private firms. Hence it exemplifies in a very illustrative manner the need for a proper analysis of not only stakeholders but also of social structures and power relations. The lack of pre-project analysis of power relations and socio-economic context should not be permitted to be repeated in future projects.

## 7 NCA/Interfaith Cooperation

### Norwegian Church Aid – The World Conference on Religions for Peace, Tanzania: Capacity Development for Interfaith Cooperation.<sup>41</sup>

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context. A second objective of the evaluation is to contribute to learning, and it is hoped that this case study may contribute to discussions among the stakeholders regarding the progress of this project. The team conducted a document review, interviewed key informants in both the Norwegian and the Tanzanian organisation and visited the project implementation site in Temeke District. In addition to project staff we met with the Partners' Advisory Group, members of the Project Implementation Team, Norwegian Church Aid (NCA) management, World Conference on Religions for Peace (WCRP) members, Village Community Banks (VICOBA) coordinators, community facilitators, and members of the District Interfaith Committee.

#### 7.1 Background and Context

<b>Geographic Area</b>	IRCPT are implementing themselves in pilot areas (Kilolo, Kisarawe, Ilala, Lushoto and Babati). In addition NCA's core partners have the responsibility to implement activities in other districts
<b>Population Coverage</b>	All the people of Tanzania
<b>Target Group Size</b>	All faith based organizations present in Tanzania
<b>Years of Operation</b>	2005-2010
<b>Financial support</b>	2005: NOK 360 000 2006: NOK 640 000 2007: NOK 495 000 2008: NOK 1 000 000 <sup>42</sup>
<b>Route of Financial Support from MFA/ Norad to Final Recipient</b>	Norad – NCA – IRCPT
<b>Description</b>	Facilitation of religious leaders on different levels in conflict transformation, and support to local interfaith initiatives to prevent faith-related conflicts. Includes also VICOBA (village community banks), with a local NGO used as a resource partner.

41 This case study has been prepared by Eutropia Ngido, Country Coordinator for Tanzania and Simon Dafi, Research Assistant. The team wishes to thank Mrs Tina Moshia of NCA for her support in providing background materials and for organising all meetings conducted in the evaluation exercise. Special thanks go to all NCA staff, WCRP team members and Religious leaders, members of partners' advisory groups, the project implementation team, the District Interfaith Committee from Temeke, the VICOBA group in Temeke and all stakeholders for their valuable time and participation in face-to-face interviews.

42 These are allocated amounts as stated in NCAs Audited Annual Financial Statements for 2005 (Eastern Africa Office, Nairobi), and 2006, 2007, 2008 (NCA Tanzania).

The World Conference on Religions for Peace (WCRP) is the largest worldwide coalition of religious communities. An international multi-denominational organisation, the WCRP seeks to promote collaboration geared towards peace and development. The WCRP Tanzania Chapter (WCRP-T) was founded in 1999 and became legally recognised in 2000. Respect for religious differences is a primary value of the WCRP.

Following recommendations made at the World Religion Day Commemoration (January 2000), the organisation developed a programme that focused on five core issues: *i)* capacity development for inter-religious cooperation; *ii)* economic empowerment for poverty reduction in the context of VICOBA initiatives, *iii)* HIV/AIDS prevention, care and mitigation; *iv)* education for peace and conflict transformation; and *v)* promotion of gender balance in the planning and operation of faith-based initiatives.

The Norwegian Church Aid (NCA) has been active in Tanzania for several decades. The current partnership between the WCRP and NCA began with a 5-year project cycle in October 2005. The focus of the work of the WCRP Tanzania chapter is to promote interfaith dialogue and action from the grassroots to national levels and to develop an integrated interfaith approach. While the project has changed over the years, the approach and focus have remained consistent. From 2005 to 2007 the project was known as “Capacity Development for Interfaith Cooperation” and its purpose was to ensure that “WCRP Tanzania core constituents have improved the capacities of their networks for joint action-learning, training and dissemination of good practice strategies for popular participation in peace building and development in Tanzania”.<sup>43</sup>

Main Outputs were defined as *i)* Capacity Development for Interfaith Cooperation, especially at District level, systematically implemented; *ii)* Capacity Development for Interfaith Cooperation, especially at National level, systematically implemented; and *iii)* Effective, representative and subsidiary Inter-faith Cooperation Board, Executive Committee and Secretariat Functioning.

Pilot activities were implemented in five districts (Kilolo, Kisarawe, Ilala, Lushoto and Babati), and thereafter extended to additional districts.<sup>44</sup> In 2008, the project title was changed to “*Interfaith Cooperation and Capacity Building for MKUKUTA Implementation*”.<sup>45</sup> The rationale for the change was that, after building the capacity of FBOs at different levels, the focus was to support them to manage their own activities so that WCRP Tanzania would assume the role of resource organisation to NCA partners. Planned outputs were:

- Interfaith cooperation, engaging and challenging Religious Leaders as Duty Bearers for practical MKUKUTA implementation with a central activity of creating an Interreligious Council for Peace in Tanzania (IRCPT); and
- Empowering Right Holders: This included *i)* the Tanzania Youth Interfaith Network (TYIN) for MKUKUTA implementation priority issues such as youth civic educa-

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<sup>43</sup> WCRP-T Project Document, 2007, p.4.

<sup>44</sup> WCRP Project Document, 2006.

<sup>45</sup> MKUKUTA, short for *Mkakati wa Kukuza Uchumi na Kupunguza Umasikini Tanzania*, is the National Strategy for Growth and Reduction of Poverty (NSGRP).

tion, life skills, economic empowerment; and *ii*) the Tanzania Women Interfaith Network (TWIN) for MKUKUTA implementation priority issues such as moral degradation, economic justice and gender-based violence.

Norwegian Church Aid (NCA) finances the project (although other donors<sup>46</sup> fund the WCRP-T). In Tanzania, NCA works with poor communities and local partners (FBOs and resource and strategic partners) in 42 districts. NCA work focuses on ensuring that NCA and FBOs deliver as one to bring about positive change to the lives of ordinary citizens and local communities in Tanzania. The NCA approach has been to build the capacity of FBOs in order for them to engage in advocacy, peace building and poverty eradication activities. This approach has sometimes also involved playing a backstopping role as FBOs gradually develop necessary skills and competencies to engage effectively in their activities.

While no intensive baseline was conducted prior to project initiation, there were a number of sources of background information on income and non-income poverty disparities, vulnerability, and other cross-cutting issues. The National Strategy for Growth and Reduction of Poverty (NSGRP) 2005-2010 was the guiding document for Tanzania's development strategies. The NSGRP identified civil society organisations as key actors in poverty reduction and the role of FBOs is clearly identified in the government's objectives of (1) ensuring universal access to quality and affordable public services (*"...the Government will forge partnership with all other stakeholders, including CSOs, private sector and faith based organisations, in the provision of quality social service"*<sup>47</sup>) and (2) reducing political and social exclusion and intolerance (*"...dialogue on human rights, reduction of poverty and peace will be promoted among political leaders and faith based organizations"*<sup>48</sup>).

It is therefore clear, that this project responds both to the NSGRP goal of increasing participation of FBOs and to the NCA operational objective of developing capacity for inter-religious cooperation in Tanzania. Moreover the project also has relevance to the core strategy of WCRP Tanzania to build the capacity of FBOs as implementing partners for peace-building and development, working primarily through both a community reach strategy grounded in FBOs, community social and economic empowerment from top leadership level down to the grassroots level.<sup>49</sup>

*Village Community Banks (VICOBAs):* The history of the cooperative movement in Tanzania can be traced to the time before Independence. The movement seemed to disappear in the 1970s and re-emerged in the mid-1980s. Currently a number of cooperative initiatives responding to various social and economic factors exist in the country. In recent years there has been an increasing interest in Savings and Credit Cooperatives (SACCOs) and the sector has grown rapidly. However, some rural communities have failed to adopt SACCOs due to bureaucratic procedures, high operational costs and complex auditing procedures. As an alternative a less bureaucratic concept in the form of village community banks (VICOBA) has been adopted. Several organisations (CARE, Pathfinder, Africare) have introduced

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<sup>46</sup> Other donors funding WCRP-T include the African Council for Religious Leaders (ACRL) and the Konrad Adenauer Stiftung.

<sup>47</sup> NSGRP, 2005, p. 49.

<sup>48</sup> NSGRP, 2005, p. 53.

<sup>49</sup> WCRP Project Document, 2007, Appendix A, Section 5, p.4.

VICOBAs and the approach seems promising for rural communities. It should be noted that there is no particular government policy supporting or guiding the establishment of VICOBAs and, to date, they are not regulated.

Informants view that the initial costs to establish a VICOBA are low and include a few meetings to mobilise a group and to help the group set its own agenda. This is followed up with training to address knowledge gaps as identified by the group and visits by the facilitator to provide support as needed and identified by the group. WCRP chose to promote interfaith VICOBAs at the grassroots level. They were developed to become “community foundations for economic and social justice”.<sup>50</sup> The choice to promote VICOBAs was based on a well-informed, well-documented history of cooperative societies in Tanzania. While VICOBAs are not backed up by legislation they appear promising as a viable form of credit and savings at community level.

*Interfaith Cooperation:* The rationale for the *interfaith* approach to VICOBAs, i.e. the project’s requirement that members of each VICOBA be recruited from more than one faith, is not clear.<sup>51</sup> In 2005 the WCRP defined Tanzania as a peaceful country compared to other East African countries. However, at the same time it was observed that identifying or dividing people along religious beliefs was becoming a distinct part of the conflict dynamics. It was on this premise that WCRP viewed as increasingly important the involvement of FBOs and religious communities in resolving conflicts.<sup>52</sup> An evaluation of the interfaith VICOBA carried out in 2006 noted that “even though members were of different denominations, sometimes one appeared to be dominant, yet all the 10 groups were observed to be faith blind. They were not aware of each other’s faiths. Most observed that only when mentioned was faith an issue, and particularly it was an issue with leaders, not the lay, not within the groups”.<sup>53</sup>

The reason for the project’s focus on interfaith cooperation is not clear nor is it clear that there is support from stakeholders, given the “faith-blindness” observed in the 2006 evaluation. In terms of the level of investment required to promote such cooperation, further clarification should be made to ensure that all participants understand the rationale for such an approach and, in particular, its relevance to poverty reduction.

*Transforming WCRP:* Throughout the project implementation period, we assess the WCRP-T to have been clearly positioned as an external stakeholder with a strategic role in advocacy, capacity development and resource mobilisation for FBOs mainstreaming in strategic local and national development processes. In 2007, WCRP continued to insist on this role, noting that “there is a unique opportunity to build upon and further develop the capacities of the already existing FBOs structures and services, so that they can make a qualitatively greater contribution to the social and economic empowerment of the citizens of Tanzania.”<sup>54</sup> Having this understanding

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<sup>50</sup> WCRP Project Document, 2009, p.2.

<sup>51</sup> In their comments to this report NCA disagrees with this, stating that they see “clear evidence of underlying inter religious tensions [in Tanzania] which exist and have to be managed through an interfaith approach”.

<sup>52</sup> Context analysis presented in Appendix A of 2005 Project Document, WCRP Capacity Development for Interfaith Cooperation.

<sup>53</sup> Evaluation by Rashidi Mbuguni, referred to in Project Document, 2009, WCRP Capacity Development for Interfaith Cooperation.

<sup>54</sup> WCRP Project Document 2007, Stakeholders Analysis, Capacity Development for Interfaith Cooperation.

within the WCRP-T, it seems unlikely that the transformation of the organisation into the IRCPT was fully supported by key stakeholders. Stakeholder interpretation of the mandate, legitimacy and the positioning of WCRP was not fully supportive of the intended transformation.

## **7.2 Managing for Results**

Both the NCA and the WCRP articulate their objectives and activities using a log frame approach. There has been an attempt to define indicators but most of them seem to focus more on outputs than on outcomes and there are no clear impact indicators.<sup>55</sup> Plans also presented assumptions and risks. In the various planning cycles, some outputs/activities were changed but the reasons for these changes were not sufficiently clear or documented. For example, the reasons for the decision to create the Inter-Religious Council for Peace Tanzania (IRCPT) were not presented in the plans. In this regard, it is difficult to follow how the changes were meant to contribute to planned outcomes.

In conclusion, while there was an attempt to present plans using log frame analyses, they did not adequately articulate expected outcomes and progressive changes. The absence of indicators hindered the systematic collection of data and reporting on outcomes and impact.

The NCA and its partners have given prominence to monitoring as an integral part of the project. Monitoring includes data collection, field visits and specific reporting formats. There are periodical meetings with partners at various levels including the Partners Advisory Group and the Project Implementation Team where, among others, project implementation and progress are discussed. NCA also holds one-to-one monitoring meetings aimed at strengthening cooperation with the partners.<sup>56</sup> We did not obtain minutes of such meetings and could therefore not assess if they were organised to support monitoring functions.

Available reports (e.g. Field visit 2006, Project Progress Report 2005) reveal inconsistencies in data collection and the formats are limited in the analysis and documentation of key processes. The reports focus on activities rather than outcomes.

Some information has been collected but it does not seem to be used to steer implementation. Monitoring has been carried out in a narrow sense, reporting on activities that have been conducted and not adequately reflecting on what happened, why it happened that way, what could be improved and what changes could be introduced. In this regard there have been weaknesses in identifying and drawing upon lessons learned and one cannot rely on these reports to effectively steer and manage for results. It is clear that the concepts of results-based management (RBM) are not fully understood. These weaknesses could be a result of lack of competencies in monitoring and evaluation. Examples include the following:

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<sup>55</sup> Country Programme Evaluation, 2010.

<sup>56</sup> NCA Annual Narrative Report 2010.

70 VICOBA in Temeke district joined to form a SACCO registered as the Ukonga Savings and Credit Association (USACA), a formalised and regulated form of microfinance. For some reason, the group ended up in disarray, not being able to repay the loan and continue with their plans. The project had not appropriately analysed what went wrong, thus, this was a missed opportunity for learning.

The process of transforming the WCRP to the IRCPT (Inter-Religious Council for Peace Tanzania) has been slow and is not yet completed. There are different views and feelings about the structure that is being proposed. The concerned leaders are clearly capable of organising, as proven by for example the establishment of an Interfaith Standing Committee on Economic Justice and the Integrity of Creation which brings together representatives from the Christian and Muslim faiths and the Legal and Human Rights Centre. Why there has been such difficulty transforming the WCRP to the IRCPT remains unclear to us and the suspicion that underlying power or personality issues influence the process is unavoidable. This enforces our view that monitoring systems did not generate adequate feedback for learning and effective management of the project.

### **7.3 Project Approach**

While NCA prefers to work with FBOs, their choice of partners was based on how best the respective stakeholders would support the NCA in achieving its mission and strategic goals. Issues of comparative advantage, mandate and other institutional strengths were taken into consideration. Based on this, the WCRP and other partners such as Women's Legal Aid Centre and Hakikazi Catalyst were positioned as resource partners responsible for developing the capacity of implementing partners (Tanzania Episcopal Conference (TEC), Christian Council of Tanzania (CCT), Evangelical Lutheran Church in Tanzania (ELCT) and National Muslim Council of Tanzania (BAKWATA)). For this project, the WCRP is the key implementing partner. The project was designed in a way that the WCRP would pilot the VICOBA concept in five districts as well as implement activities which would lead to improved capacity of FBOs in Tanzania and their networks for joint action-learning. In this regard, NCA selected its partner in a strategic manner consistent with its values and mission.

Although NCA develops strategic plans in collaboration with its partners, its thematic priorities are, for the most part, set at the headquarter level. Following discussions with partners, it would seem that the system of planning provides little opportunity for partners to influence strategic priorities with the result that some of the themes selected (e.g. climate adaptation) are not relevant to the local context. However, some partners were optimistic that communication would be strengthened and that they would be able to influence the NCA agenda for Tanzania. Some partners also feel that during implementation they operate in a limited space for decision-making, and that decisions that affect the whole idea of interfaith cooperation are not effectively communicated. Similarly, some partners feel that they have not been given enough space in priority setting and there are disagreements on decisions made especially on issues relating to budget.<sup>57</sup>

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<sup>57</sup> NCA Norway disagrees with this and describes a more inclusive decision-making process.

All FBOs in Tanzania are target groups of WCRP-T for capacity-building interventions aimed at enabling them to implement activities in the field. A second category of target groups comprises Tanzanian urban, semi-urban and rural communities. These were reached directly through a pilot intervention establishing VICOBA and indirectly through other FBOs after capacity building. By the nature of the VICOBA, which require regular savings, a large part of the target group cannot be said to be destitute. However, through community support even the poorest of the poor and the HIV/AIDS affected and infected have been able to participate and benefit from the VICOBA concept. While this was not presented as a criterion, it was observed that the selected districts included underserved districts in Tanzania (i.e. districts with limited economic opportunities and resource endowment).

People living with HIV/AIDS were initially seen to be the most challenging target group since they face discrimination by other members of the community and the risk of them being unable to repay loans is perceived to be high. During implementation, members of VICOBA have creatively designed a system where members who fall sick are supported and the loans are secured.

Informants of both NCA and WCRP did not present a clear definition for capacity building of local partners but they did say that they have a clear strategy, direction and methodology to achieve it. Indicators for capacity building were also considered both difficult to formulate and justify.

WCRP-T did not have a clear strategy for sustainability and the organisation is in an uncertain position. For example despite its good job in developing the capacity of FBOs, its own capacity is in jeopardy as one of its core trainers and designer of VICOBA kits resigned and began working as an independent consultant. WCRP has also experienced budget cuts, which have compromised monitoring of its interventions. A large part of support from NCA is used to pay rent and salaries. It is recommended that WCRP develop and implement a clear and concise strategy for sustainability.

NCA is confident that FBOs such as TEC, CCT and ELCT have a great potential to sustain systems of facilitating VICOBA and achievements made due to the already acquired experience, existing systems and networks and human capacity. However, one of its core partners, BAKWATA, has yet to develop such capacity, especially at the grassroots level.

At community level the concept of VICOBA is evolving and the fact that members are increasingly business-minded is promising for sustainability. Informants revealed that in some places members of VICOBA have started paying facilitators for training. In Lushoto District members even purchased a motorcycle for their facilitator to ease transport difficulties.

#### **7.4 Achievement of Results**

The results which were planned in this project were *i)* capacity building for interfaith dialogue and *ii)* transformation of the WCRP to the IRCPT. The implementation of this project has resulted in many planned and unplanned outcomes as follows:



*Increased Participation in Promoting Microfinance Services:* NCA and its partners are promoting microfinance facilities through the establishment of VICOBAs as a means to facilitate access to credit, which can be used by members to scale up income-generating activities, pay for education and/or cope with contingencies of life. The number of VICOBAs in the country has grown from 366 in 2008 to 882 in 2010. There has been an exponential growth in the total capital of NCA supported VICOBAs from TZS 1.5 billion at the end of 2008 to 2.4 billion at the end of 2009. Some VICOBAs have established group income-generating activities ranging from food processing (in Lushoto) and brick making and stone quarrying (in Babati) to service provision by winning tenders (e.g., solid waste management in Dar es Salaam) in a competitive environment at Municipal Council level.<sup>58</sup> NCA is already forging links with other stakeholders including the Small Industries Development Organisation, the Tanzania Traditional Energy Development and Environment Organisation, the Tanzania Gender Networking Programme, and the Women's Legal Aid Centre in order to support improvement of the products of the groups and intensify exploration of other opportunities for collaboration.

This suggests that VICOBAs are promising not only as a model that is practical and economically viable but also as potential enterprise units that can be used to explore other economic opportunities. It also demonstrates that, where communities have some capital, knowledge and skills, VICOBAs can facilitate individual pursuits to improve social and economic status of its members. Through these exclusive efforts we see achievements that represent a significant contribution to poverty eradication. Clearly, VICOBAs are promising as an alternative model for micro financing. However, it is debatable as to whether the interfaith concept of group membership has any bearing on the success of the VICOBAs, or whether it is an external concept imposed on a system where it is not really needed.

VICOBAs have grown so rapidly that they are now challenging the capacity of the facilitating organisations with expectations that are difficult to meet. In addition, successful VICOBAs are developing to another stage where members want to have a tangible investment such as food processing, wholesaling or agriculture mechanisation, all of which require financial and human resources that may not be available. Successful VICOBAs are also at risk of being derailed by stakeholders such as banks that come with a profit-making agenda and a reduced focus on community development. The challenge now is how the facilitating organisations will be able to support such expansion without losing track of development objectives.

*District Interfaith Committees:* The understanding for this component of the project varies significantly. Committee members informed us that they do not understand their roles or the structure they relate to in the district. However, evaluators of the NCA country programme who visited Kondoa, Korogwe and Temeke districts reported that committee members were committed and were engaging in some activities. In Korogwe district, for example, members of the committee were involved in mitigating violent responses to religious conflicts.<sup>59</sup>

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<sup>58</sup> Annual Report 2009.

<sup>59</sup> WCRP Country Programme Evaluation May-June 2010, p. 54.

*WCRP Not Transformed:* The key objective of transforming the World Conference on Religion and Peace Tanzania (WCRP) to the Inter-Religious Council for Peace Tanzania (IRCPT) has not been achieved. In 2007 a draft Constitution was drawn up following the 2<sup>nd</sup> FBO General Assembly. Minutes of the 3<sup>rd</sup> meeting of the Secretaries General indicated that they attended the meetings organised by the WCRP. Despite these efforts of bringing the Secretaries General on board, there has been no noteworthy progress made in transforming WCRP into IRCPT.

Both the NCA and the WCRP consider themselves cost effective. They say that there have been many achievements despite a significant reduction of funding for overhead costs. The VICOBAs are a success story, transforming members' lives in many ways. The capacity of religious leaders has been developed and their advocacy initiatives are influencing government decisions; e.g. the mining issues. However, NCA's payment of rent and salaries for WCRP and other partners raises some critical questions in relation to cost effectiveness and efficiency.

Another result is that religious leaders have built strategic alliances for effective lobbying. A specific example would be the intervention made by FBOs (CCT, ELCT and TEC) in 2009 when the Parliament approved a decision to repeal the tax exemption for education and health imports. The intervention of FBOs resulted in a government reversal and retention of the tax exemption. Organising is achieved when there is a clear purpose and commitment towards that purpose. In this context the idea of transforming the WCRP to the IRCPT seem somehow redundant.

## **7.5 Conclusions and Recommendations**

The project responded to the needs of the poor in finding an alternative microfinance and through the VICOBAs many people have improved their social and economic status. The approach of VICOBA is appropriate to the target group as it builds on the capacity of the target group. In this regard the project is considered relevant to the target group, coherent with the national priorities and contributes to poverty alleviation objectives. The project generated numerous activities and reached an impressive number of beneficiaries and the partnership was effective with respect to the ultimate objective of improving the social and economic conditions at the grassroots level. The support to and development of the VICOBA groups was clearly a success and the involved organisations are to be commended for their adaptation to the increased demand.

We assess that the financial resources allocated for fieldwork were used effectively to achieve the desired results. However, the involved NGOs are heavily dependent on donor funding and organisational sustainability remains a big challenge.

We found the interfaith component quite vague and are unclear as to its value added in the Tanzania context. There appeared to be a gap between the rhetoric in favour of interfaith action in line with project strategy and the actual implementation. The ambition to transform WCRP-T into IRCPT did not seem to be well anchored in the priorities of the stakeholders involved. Had this been a priority we believe it would have become a reality.

NCA are recommended to revisit the overall project strategy. The ambition level and organisational forms of implementation should be discussed again with relevant stakeholders. This should be done in an environment facilitated by a non-involved, African, non-Tanzanian, professional moderator.

NCA and its partners are recommended to invest in management development through the introduction of results based management systems. Particular focus should be placed on logical links between planned activities and intended key results. Results for which indicators are not possible to define should be reconsidered and systematic monitoring undertaken.

NCA are recommended to focus its ambitions and support in Tanzania. Simultaneously attempting to be involved in research, in influencing national policy, in restructuring the national interfaith network, in local level conflict resolution and in alleviating poverty in multiple districts is highly ambitious. Doing so through a network of local partners may extend implementation capacity, but also increases expectations that NCA contribute to capacity building in these multiple partners.

NCA should retain support to the VICOBAs as a main component of its future work in Tanzania. The planned slowdown in expansion should be used for systematic reflection and learning regarding pros and cons of the approach.

## 8 LO/ZATUC

### Norwegian Confederation of Trade Unions – Zanzibar Trade Union Congress: Education and Organisational Development<sup>60</sup>

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context. A second objective of the evaluation is to contribute to learning, and it is hoped that this case study may contribute to discussions among the stakeholders regarding the progress of this project. The team conducted a document review and interviewed key informants in the Norwegian and Tanzanian organisations<sup>61</sup> (including two LO consultants, Mrs Alice Siame, based in Zambia and Mohamed Mwamadzingo, now at the ILO in Geneva). We also visited the Commissioner of Labour in Zanzibar and interviewed the ZATUC Secretary General and representatives of ZATUC affiliates and employer's associations.

#### 8.1 Project Background

<b>Geographic Area</b>	Zanzibar
<b>Population Coverage</b>	40,000 people are engaged in formal sector
<b>Target Group Size</b>	19,000 approx. current membership size
<b>Years of Operation</b>	2002 to date
<b>Financial Input Per Year</b>	2006: NOK 223 000 2007: NOK 156 000 2008: NOK 165 000
<b>Route of Financial Support from MFA/Norad to the Final Recipient</b>	Norad – LO – ZATUC
<b>Description</b>	Education and technical equipment, Zanzibar Congress of Trade Unions

Zanzibar is situated on the East African Coast in the Indian Ocean and forms part of the United Republic of Tanzania. It consists of two main islands, Unguja (also simply known as Zanzibar) and Pemba, and numerous small islets. Unguja and Pemba cover an area of 2,332 sq km. The population of Zanzibar was 984,625 in 2002 the date of the last census, with an annual growth rate of 3.1%.

The project presented here comprises a formal cooperation between the Zanzibar Trade Union Congress (ZATUC) and the Norwegian Conference of Trade Unions (*Landsorganisasjonen*, LO). Given the strength of LO, the reader should be aware that

<sup>60</sup> This case study has been prepared by Eutropia Ngido, Country Coordinator for Tanzania and Simon Dafi, Research Assistant. The team wishes to thank the following for assistance without which our task would not have been possible to complete: Dr. Mohamed Mwamadzingo, Senior Economist, ILO Geneva; Alice Siame, LO Norway Consultant based in Zambia; Mr. Hamisi Musa Mohamed, Secretary General, ZATUC; Mr Juma Hamad Musa, Senior Officer of Zanzibar Employers Association; Iddi Ramadhani Mapuri, Commissioner of Labour, Zanzibar; Mr. Talib Mbwana, Senior Officer, Zanzibar Local Government Union (ZALGU); and Mr. Hamisi Musa Mohamed, Secretary General, ZATUC.

<sup>61</sup> ZATUC and several of its member unions.

ZATUC consists of an office, a general secretary, his assistant and the governing board, comprised of the general secretaries of the affiliate members. ZATUC was formed following changes in the Trade Union Act of 1998, enacted in July 2000. The Act did not apply to Zanzibar or Pemba, necessitating the Government of Zanzibar to enact its own Trade Union Act, No. 4 of 2001. ZATUC was officially established on 5 April 2003 under this Act.

Since 1979, LO has cooperated with the Trade Union Congress of Tanzania (TUCTA) and its predecessors. In 2000, Tanzania enacted a new labour law separating labour issues from the legal framework regulating the union between Tanzania and Zanzibar. Prior to 2000, trade union operations were treated as a labour matter with one national centre (in Dar es Salaam) across the whole country. In 2000, the centre was divided with one for the Tanzania mainland and one for the islands of Zanzibar.

LO cooperation with municipal workers in Zanzibar began in 1995. LO had no written agreement with union organisations and support was channelled through the national centre, the Tanzania Federation of Trade Unions (TFTU). In 1996, the cooperation continued through an organisational development project. The project, which was based on core funding to organisational development and union building, covered Uganda, Malawi, Mozambique, Zambia, Zimbabwe and Tanzania (including Zanzibar).

In 2002 LO started to provide direct financial support to Zanzibar under the project TZ10: Organisational Development, which had its first project cycle for the period 2002-2005. This project had as its long-term goal to ensure that ZATUC was an organisationally and politically strong trade union congress with influence in Zanzibar's labour relations and the society. A short-term goal was to increase ZATUC membership and dues. In July 2004, ZATUC prepared a strategic plan for the period 2004-2008. A number of challenges facing ZATUC and its affiliates were identified and strategic choices were made to focus on four priority areas:

- Organising and membership recruitment;
- Institutional capacity building; including the development of administrative systems and support in a consolidation process within which affiliate members<sup>62</sup> have been urged and encouraged to merge. This implies that individual unions with unsustainable size were encouraged to merge into more sustainable organisational entities;
- Services to individual members; primarily collective-bargaining, legal assistance and support in discussions with employers relating working conditions and workplace safety; and
- Workers' education; with a focus on dissemination of rights and leadership development for potential shop stewards. ZATUC regularly assists its affiliate members in organising thematic workshops and trainings.

A second strategic plan for the period 2009-2012 re-iterates these objectives and additionally focuses on the aims of guaranteeing the survival, growth and prosperity

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<sup>62</sup> The affiliate members of ZATUC are the unions that together comprise the Congress. In order to distinguish organisations from the workers themselves we choose to use the terms "affiliate members" and "individual members".

of the organisation. The parties foresee that at the end of the second strategic plan in 2014, ZATUC will have gained the necessary momentum to be financially sustainable. This seems optimistic at the present time.

*Historical Background:* Until the enactment of the Trade Union Act of 1998 (which became operational in 2000) trade unions in Tanzania had virtually no autonomy and all were grouped into the Tanzania Federation of Trade Unions (TFTU). The TFTU comprised 11 trade unions from the mainland and Zanzibar. In addition to providing autonomy to trade unions in the country, the Act prohibited the historical links between the workers of the mainland and Zanzibar under the pretext that labour issues were no longer a Union matter and therefore not covered by the legal framework governing the Union between Tanzania and Zanzibar. This paved the way for the enactment, in 2001, of the Zanzibar Trade Union Act No. 4 to accommodate registration of trade unions in Zanzibar and paved the way for the affiliation of 9 trade unions under the Zanzibar Trade Union Congress (ZATUC).

When ZATUC was established 32% of the 32,000 workers in the formal sector were unionised.<sup>63</sup> From the outset, ZATUC had to deal with a number of challenges resulting from a series of economic and political factors that had occurred between the 1980s to early 2000s. For example, the political transition to a multi-party system required workers' organisations to become more strategic in seeking to influence socio-economic development. Workers' organisations found that they lacked skills in collective bargaining. Furthermore, although there is a legal framework for collective-bargaining, there has been significant resistance both from employers and from the public sector to ZATUC efforts to increase the number of collective-bargaining agreements.

Economic reforms in response to globalisation led to massive downsizing and layoffs. This, in turn, resulted in an increase in the informal labour sector and these new arrangements made it more difficult to organise the labour market and undermined the bargaining power of unions. Political clashes in Zanzibar between the two major political parties and threats from Al-Qaeda affected economic sectors, especially tourism, also resulted in loss of jobs and decreased union membership.

The project therefore intended to support the newly formed ZATUC to become a legal entity with effective governance structures (a constitution, strategic goals, leadership and quality management) to deliver services to its members. This support is aligned with the core strategy of LO for international solidarity with a goal to "contribute to building strong, representative and democratic trade unions".<sup>64</sup>

## **8.2 Managing for Results**

*Planning:* When the project was developed there was an assumption that strengthening trade unions and trade union rights are by definition positive. This included the assumption that stronger trade unions will contribute to the well-being of the

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<sup>63</sup> ZATUC Project Document – Proposed Activities and Budget for the year 2005, p. 7, the number of employed in the formal sector has since increased to 40,000 according to the secretary general ZATUC.

<sup>64</sup> LO Document – Africa – Organisational Development Plan 2010-2014.

members it represents. There was also an implicit model of cause and effect regarding how trade union rights and trade unions are best reinforced.

ZATUC and LO did not develop a log frame during project inception. Interventions were designed based on the Tanzanian experience including the relative strength of organised labour and the role of the trade unions and the national centre on the mainland in providing services to its members. The 2002 and 2005 ZATUC proposals to LO do not specifically mention which indicators would be used to assess progress and performance.

Increasingly the activity reports (e.g. 2006 and 2007) have improved and now present some assumptions and indicators (with targets) to measure progress by ZATUC and its affiliates. Such indicators include increased individual membership by 1.8% in 2006 and increased income from individual membership dues by 19.7%.

ZATUC prepared its first three-year strategic plan for 2004-2007, which identified four priority areas: *i)* organising and membership recruitment; *ii)* institutional capacity building; *iii)* services to members; and *iv)* workers' education.<sup>65</sup> However, the formulation of strategic objectives is not very clear and some informants felt that the plan was too theoretically written to respond to donor requirements. In 2009 ZATUC, through the partnership with LO, conducted a baseline survey to establish a point of departure for future planning. This showed that ZATUC has a long way to go in terms of organising and recruiting potential members and in providing services for its individual members.

Monitoring is said to be an integral part of the project. However, informants reported that lack of skills and financial resources is affecting regular data collection, analysis and reporting and that affiliate members have failed to systematically maintain accurate data. These factors have affected the quality of monitoring.

Periodic and annual reporting has, since 2000, shown significant improvement in presenting progress by reporting on objectives (e.g., increase in membership and number of collective bargaining agreements) rather than merely reporting on activities such as holding meetings and establishing unions. The reports also identify challenges and risks.

A review of project documents from 2003 to 2009 also demonstrated improved planning with attempts to prioritise where common goals strengthen the coherence of the project. However, there are some weaknesses in the systematic articulation of objectives and a lack of analysis of strategies that worked and for those that did not work. There is no evidence that ZATUC took the initiative to conduct joint reflection sessions with affiliates to enable learning from project interventions.

### **8.3 Project Approach**

LO had little choice in selecting ZATUC as its partner given its ambition to develop the capacities of the Zanzibar unions. The hope of Norwegian LO is that through

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<sup>65</sup> ZATUC Project Document: Activity report 2006, p. 2.

this project, ZATUC as a national centre will be more effective in claiming unions' and workers' rights in Zanzibar.

The project targets the national centre, its affiliates and their members. The annual report 2006 estimated that there is a workforce of 45,281 employed in the formal sector of which only 17,234 are organised.<sup>66</sup> As a comparison, it should be noted that there are approximately 650,000 workers informal sector.<sup>67</sup> Generally formal sector workers are more empowered, informed and have a higher income than other citizens in Zanzibar. However, in the world of work they are vulnerable due to contextual changes leading to a tidal wave of job destruction and an increase in the informal economy. In this context, ZATUC is faced with challenges to *i)* develop a system of ensuring payment of individual membership fees; *ii)* identify ways to bring workers in the informal sector into ZATUC; and *iii)* find ways of ensuring that members become confident that their union (and by implication ZATUC) defends their interests and rights.

Although the initial decision to support ZATUC was not preceded by a baseline survey, the plan was based on clear conceptual grounds and was broadly consistent with proven approaches to promote trade unionism. The project is important and relevant to ZATUC and its affiliate members in that it provides individual members a strong voice for demanding their rights.

ZATUC affiliates are invited to discuss and approve plans and participate in implementation of project activities such as training, mobilising and organising members. Use of affiliates to implement activities has resulted in a decrease in operational costs and has developed the capacities of the affiliates. It should be noted that the governing body of ZATUC consists of the secretary general and the secretaries of general of the affiliate members. This arrangement ensures organisational accountability to the affiliate members and also put pressure on the members to support their umbrella organisation.

LO supports the planning and implementation processes by bringing in technical support through consultancies. Following integrity issues related to disbursement of funds a couple of years ago LO introduced a system where the disbursement of funds was controlled by the LO employed consultant based in Zambia. On the subject of funding, informants expressed their view that the system used by LO of disbursing funds for specific activities not only results in delays in implementation but also limits flexibility and creativity in implementing the plan. Informants acknowledge that this approach could, however, be a useful tool for limiting the risks of disbursing lump sums since past accounting inadequacies resulted in the loss of some ZATUC partners. However, they noted that this practice should now be reviewed and that trust between the two partners should be revived.

ZATUC considers itself as highly cost effective and efficient. The organisation is managed by a Secretary General who is assisted by an Administrator/Secretary. Both positions are financed by LO. All activities that, in similar organisations in other

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<sup>66</sup> ZATUC Baseline study 2009.

<sup>67</sup> Estimate by the secretary general of ZATUC.



countries, would have been carried out by staffs based in the national centre are instead implemented using available skills within the affiliates. In this way ZATUC not only uses a participatory approach to project implementation but also reduces staff costs at the centre. Informants gave examples that in other countries a Secretary General will have a bodyguard and the national centre will have more than four departments with one to three full-time employees each. An organisational consultant with good insight into both ZATUC and similar projects in other African countries concluded that trade union Congresses in other African countries had significantly larger overheads.<sup>68</sup> Currently the project can be said to be cost effective at the Zanzibar level. However, even with such a relatively low-cost profile, the current level of dues collected is not sufficient to ensure sustainability.

#### **8.4 Achievement of Results**

There is evidence that the project has achieved planned outputs in the four priority areas:

*Organising and Membership Recruitment:* In 2009 a survey was conducted to better understand the developments in union membership and collective bargaining in Zanzibar. This was part of an effort by ZATUC and its affiliates to be more effective and provide better service to their members. The survey showed that there was an impressive growth of union membership from 13,759 members in 2006 to 17,234 members in 2009.

*Institutional Capacity Building:* ZATUC established mechanisms for improved governance and transparency. These included elaborating financial regulations, a code of conduct, a Constitution and holding elections. It has continued to observe formal practices of transparency and union democracy through submission of audited accounts, convening meetings, periodic leadership elections and observance of other procedures prescribed in its constitution. The establishment of these mechanisms was a significant achievement in and of itself. It goes beyond the mandate of this evaluation to establish whether or not the quality of implementation within these mechanisms is in line with internationally accepted standards.

*Services to Members:* Together with its affiliates ZATUC has offered some modest but vital services to its members. These include legal services and educational programmes to resolve workplace disputes and defend workers against rights' violations. ZATUC and affiliates have also supported putting into place collective bargaining agreements with, for example, Zanzibar Bottlers Ltd. and Zanzibar Milling Corporation.

*Workers Education Programme:* A number of workers have been trained on various aspects including workers right, organising and grievance handling. The evaluation team did not have the opportunity to meet individual members who had gone to such training.

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<sup>68</sup> Dr. Mohamed Mwamazingu, Senior Economist, ILO Geneva, telephone interview.

ZATUC plays a prominent role in government decision-making processes. It is represented in tripartite and social dialogue structures including the Minimum Wage Board and the Labour Advisory Board, in which labour issues and workers' rights are discussed and decisions are made according to the law. There are internal discussions within the organisation regarding the strategy vis-a-vis the tripartite social dialogue structures. Opinions vary as to the appropriateness of ZATUC's intimate involvement in this process as compared to the possibility of pressing more forcefully in the direction of collective bargaining.

*Challenges:* Due to low membership and small fees, ZATUC affiliates are faced with an acute shortage of financial resources that negatively affects their ability to organise and recruit members, meet their operational costs, employ staff and carry out educational programmes.

Workers in Zanzibar may be divided into four categories including: *i)* workers who are employed by the Government of Tanzania; *ii)* workers employed by the Government of Zanzibar; *iii)* private sector workers; and *iv)* workers in the informal sector. Informants said that workers under the Government of Tanzania or in the private sector who have been recruited from the mainland are better paid than those working for the Government of Zanzibar or for the Zanzibar-based private sector. The variety of conditions of service for workers is seen as a difficulty by ZATUC in its efforts to negotiate with employers for collective bargaining agreements.

Overall, there is coherence between the four priority areas on which the project objectives and activities are based. Outcomes from the project are detectable, though there is a weakness in systematic documentation and reflection on some elements of the project (e.g. outcomes in terms of service routinely delivered by trained people/leadership and concrete gains for workers appear not to be well reported). It can also be argued that it is through accumulated knowledge and international experience that LO has been able to translate its objectives and strategies into funding decisions which support strengthening of the unions to promote rights of the workers and improve their working and living conditions.

## **8.5 Conclusions and Recommendations**

The intervention is relevant and addresses the needs of organised and un-organised workers. Activities were relevant for the newly established ZATUC by addressing the issues of organisational strengthening, membership growth and servicing members.

While informants were of the opinion that additional resources for follow-up activities could have improved their results significantly, they also stressed the value they place on the project's contribution to their union activities and resources. Project resources are used for key union activities, which have contributed to union growth and organisational strengthening. However, ZATUC needs to look for alternative ways to finance its recurrent costs and should plan for improving its internal resource base. There are concerns regarding delays in the transfers of funds from LO to ZATUC, which results in insufficient time to execute activities according to project time frames.

The activities that were implemented during the previous project cycle were consistent with the stated objectives. Individual membership has increased from 13,759 members in 2006 to 17,234 members in 2009 and union fragmentation is being addressed as 9 affiliate members have through the consolidation process been merged into 4 affiliate members.

Without the project Zanzibar would not have a functioning national trade union congress. There are examples of salary increases and improvements in working conditions for members. However, efforts to introduce collective bargaining agreements have, to date, failed.

The challenges posed by globalisation have highlighted the need for unions to be increasingly innovative in organising and attracting new members, especially young workers and informal sector employees. In this regard ZATUC should look for ways to draw on best practices from elsewhere in Africa.

ZATUC should invest time and effort in making members, both affiliate and individual, aware of how it contributes to their well-being. Currently, planned efforts to improve the internal resource base and contribute to recurrent costs on a gradual basis are bound to fail as the value added of the organisation appears to be unclear to the members.

## 9 NPA/Youth Rights EAC

### Norwegian People's Aid – Christian Sports Organisation in Norway – EMIMA: Youth Rights, East Africa Cup<sup>69</sup>

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context.

#### 9.1 Background

<b>Geographic Area</b>	Target area: Zambia, Rwanda, Uganda, Kenya, Tanzania, and Sudan. The event itself is held in Moshi, Tanzania.
<b>Population Coverage</b>	Target population: youth under the age of 16 in the target area. Approximately 1,500 participants annually.
<b>Years of Operation</b>	Since 2004
<b>Financial Input</b>	2005: NOK 500 000 2006: NOK 980 000 2007: NOK 1 297 000 2008: NOK 140 000
<b>Route of Financial Support from MFA/Norad to the Final Recipient</b>	The support to EAC stems from the strategic alliance agreement between the NPA and the Norwegian Embassy in Tanzania. Based on this the funding is transferred via MFA (Embassy) – NPA Oslo – NPA Tanzania – Southern partners in participating countries.
<b>Description</b>	Originally: Awareness building amongst youth in urban slum areas on HIV/Aids, environment, sanitation, gender issues. Remains: development through sports, East Africa Cup football tournament and related activities

The East Africa Cup (EAC) is an annual event that focuses on empowering boys and girls between the ages of 12 and 16, using sports as a tool. EAC comprises a football tournament and educational seminars focusing on issues of importance to participants including HIV/AIDS education, leadership training, referee training, sports medicine and conflict resolution. One criteria for participating groups is that they have on-going activities that focus on competence building with EAC acting as a catalyst for such on-going activities.

EAC is sponsored by four core partners: Norwegian People's Aid (NPA), KRIK Norway (a Christian sports organisation, *Kristen Idrettskontakt*), Christian Sports Contact

<sup>69</sup> This case study has been prepared by Eutropia Ngido, Country Coordinator and Simon Dafi, Research Assistant. The team conducted a document review, interviewed key informants in both the Norwegian and the participating organisations including the NPA office in Tanzania. One of the evaluators visited Moshi during the 2010 tournament and conducted interviews with members of the Organising Committee and the Executive Committee, regional coordinators, referees, instructors, first aiders, seminar facilitators and players. We thank Michael Wachira, CHRISC Regional Coordinator who, in addition to his duties during the EAC 2010, spent his valuable time briefing us and organising meetings with EAC officials and beneficiaries. We also express our thanks to Svein Olsen of Norwegian People's Aid (NPA) who welcomed us with great hospitality and gave us a valuable overview of the EAC background. Warm thanks go to all EAC committee members, stakeholders and participants who participated in interviews and allowed us to share great moments in the field. Last but not least we would like to thank Odvar Bjørknes and Oliver (programme officer NPA check surname) of NPA Dar es Salaam for their time and insight into the work of NPA in Tanzania.

(CHRISC, East Africa), and the Mathare Youth Sports Association (MYSA).<sup>70</sup> The event is held in Moshi, Tanzania with participants from East Africa (2010 participants included Kenya, Rwanda, Sudan, Tanzania and Uganda). EAC is overseen by an Executive Committee, comprised of representatives from the 4 partner organisations and an Organising Committee that manages the day-to-day responsibilities of the tournament.

EAC was initiated in 2003 through bilateral contacts between the KRIK coordinator in Tanzania and Norwegian People's Aid (NPA) Country Director in Tanzania. KRIK was organising a football tournament in Korogwe and NPA connected KRIK with one of its new partners, Education, Sport and Physical Activity (*Elimu Michezo na Mazoezi*, EMIMA), which was using sports as a platform for raising awareness on HIV/AIDS and the environment. EMIMA and KRIK jointly organised the tournament in Korogwe, with NPA providing funding for EMIMA participation.

Initially there were two age categories of participants: youth under 16 and youth under 20. The profile was then changed to include groups under 13 and groups under 16 partly to ensure that awareness building reached children at an earlier age, partly to deal with difficulties related to mixing children with young adults.

The EAC tournaments are held in Moshi, Northern Tanzania. The choice of Moshi as the venue was based on its strategic location in East Africa. The Moshi Technical School (MTS) is the location for most of the participant housing, seminar events and official opening ceremonies.

EAC was established as a platform for networking, building youth competencies and sharing experience by showcasing approaches for all actors involved in sports as a tool for development. Following the event, participating partners/organisations are expected to use the experience from EAC to organise sports for development activities in their respective countries, both at national and local levels. Experience from partners is shared for continuous learning.

Through the tournament, partners have recognised the potential of using sports as a development tool. The first East Africa Cup was held in Moshi, Tanzania in 2004 involving KRIK, CHRISC, EMIMA, MYSA and NPA. The East Africa Cup, which is now an annual event, defines its main objective as “empowering youth through sports”. Girls and boys between the ages of 13 and 16 come from all over East Africa<sup>71</sup> as well as some from Southern Africa to participate. In addition to the football tournament, there is a strong focus on education and capacity building, with activities intended to:

- Give health information (HIV/AIDS, first aid and drug abuse) through sports, drama, dance and seminars/ workshops;
- Create awareness of and engage youth in environmental issues;
- Train youth on leadership and administration;

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<sup>70</sup> One of the core founders of EAC, EMIMA closed down due to internal problems and therefore did not participate in the 2010 event.

<sup>71</sup> While participation varies from year to year, participants have come from Tanzania, Kenya, Uganda, Rwanda, South Africa, Sudan, and Zambia.

- Increase the awareness and competence on sports related issues e.g. sports medicine, coaching and refereeing;
- Be the leading football tournament in terms of quality for youth in East Africa;
- Develop moral values through workshops and seminars;
- Address gender issues through sports, workshops and seminars;
- Strengthen the partnership among the involved organisations; and
- Observe the FIFA Fair play rule in EAC.

The following examples of educational seminars for awareness raising and teaching of life skills in connection with the 2010 tournament illustrates that EAC is more than a sports event:

- “Kicking Aids Out”: awareness building on HIV/AIDS with a strong cooperation from the Norwegian Confederation of Sports (*Norges Idrettsforbund*);
- Leadership training in cooperation with the Norwegian Peace Corps (*Fredskorpset*), KRIK and CHRISC;
- Conflict resolution in cooperation with Norwegian Church Aid (until 2010) and currently with Right to Play;
- “Abilities First” seminar with Right to Play on the positive potential abilities of children, including those with disabilities, within the local communities;
- Sports medicine with MYSA and Norwegian physiotherapy students;
- Coaching in cooperation with MYSA;
- Referee seminars in cooperation with the Norway Cup<sup>72</sup> and local football federations;
- Media seminars facilitated by the BBC (local TV, radio and newspapers) with a focus on understanding sports media as a tool for awareness building.

Starting in 2005 the EAC and the Norway Cup have organised an exchange programme whereby every two years the Norway Cup administrative personnel attend the EAC tournament, and EAC members of the Organisation Committee attend the Norway Cup. In addition, a team of 4 Norwegian FIFA referees have attended the EAC every second year to provide advice at the referees’ seminar. They also function as advisors to every match and give feedback on the refereeing of the day’s matches. The presence of these referees has been sponsored by the Cup.<sup>73</sup>

While football is still the main activity of the tournament, the focus on life skills development and awareness raising has expanded to respond to local needs and developments. Educational seminars and workshops now include topics such as media and film training, referee training, sports medicine, cultural bridge building, conflict resolution and abilities training, including for disabled children. Seminars are specifically tailored for the two age groups: under 16 and under 13. Cooperating partners have responsibility for facilitating and showcasing best practice within their fields of expertise.

In all the participating countries sports are emphasised as part of education but these are also sectors with serious shortages of human resources. Good teachers

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<sup>72</sup> Norway Cup: an annual tournament held in Oslo, Norway to which teams from developing countries are invited to participate. The exchange programme stopped in 2010.

<sup>73</sup> The last visit of FIFA Referees was in 2009, the next is scheduled for 2011.

are lacking, although many school facilities exist or are being constructed. For the coming generations, rapid societal change and the demands this places on youth to adapt, imply that training in life skills will be increasingly important. The EAC is modestly attempting to contribute in this regard.

The EAC also supports the National Youth Development Policy of 2007 that recognises the importance of developing harmonious gender relations in the society as a milestone for human integrity and respect. Gender equality and empowerment of young girls and boys are central to social integration and economic development and the EAC supports these efforts by bringing boys and girls together and raising awareness about these issues during the tournaments.

## **9.2 Managing for Results**

The activities are planned and proposals sent to Norad using agreed criteria. Planning of the tournament is carried out by the executive and organising committees who integrate lessons learned from previous years, e.g. the mentioned change in target age groups for EAC, done on the basis of such lessons learned. The change in age group also led to a review of topics for the seminars. Plans present some objectives but do not include indicators, assumptions or risk analyses<sup>74</sup>. It is also not clear how outcomes will be assessed (e.g. no indicators for improved competence or self-esteem amongst youth). Success stories have been documented and presented in some EAC documentation (e.g., the EAC website). However, it was not clear what systematic monitoring procedures and tools are being used for the project.

*Result Based Management* NPA is aware of the results based management concept and sees its potential to improve project management and learning. However, they have observed that quite often there is confusion caused by the skills gap among partners.

Overall documented project planning, monitoring and reporting is weak. In planning the objectives are not accompanied with indicators and means of verification. The plans are not specific on intended changes (no baseline) nor on how the intervention will demonstrate progress (no or poor indicators). There is a need to devote particular attention to elaborating objectives and indicators and to specify how impacts will be monitored and assessed. Partners need to agree on a few concrete indicators to which each organisation commits to contribute and also on the frequency of reporting.

Understandably a monitoring system that involves multiple partners complicates data collection and analysis. However, partners need to understand that due to such weaknesses in monitoring and documentation of outcomes and impact it will also be difficult to assess the strengths, advantages and effectiveness of the sports for development approach. It will also be difficult for the respective organisations to justify and account for public resources and to fundraise from other sources.

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74 Project document: Application – East African Cup 2005, 2006, 2007.

### 9.3 Project Approach

EAC comprises a network of four core partners: KRIK, CHRISC, MYSA and NPA. Other partners are identified for specific activities, especially in the educational components of the tournament. The four core partners pool their financial resources<sup>75</sup> and technical skills to implement the activities. In addition, financial and material contributions are provided by others (e.g. by paying for transport for their teams, preparatory logistics) or through sponsorship. Currently two local companies provide services free of charge: Bonite Bottlers Ltd. provides drinking water and Ultimate Security Tanzania Ltd. provides security services. EAC committee members acknowledge the potential of involving additional sponsors, especially from the private sector. However, they want to carefully plan such co-operation to ensure that the relationship does not compromise the key values of the EAC as expressed in their strategy document.

For a team or organisation to be considered for participation in the EAC it must either be a formal partner of one of the four core partners or it must prove that it uses sports for education in a consistent and systematic manner. Participation of teams from non-partner organisations is kept below 25%. CHRISC and MYSA participants represent 50% and 25%,<sup>76</sup> respectively.

The EAC project targets an average of 1,500 participants (including technical personnel) annually. Many of the participants come from remote or peri-urban areas. Girls account for 46% of the participants. Participation in the EAC often entails arduous travel but arrangements are being made for early arrival of participants who travel the furthest.

*Challenges* For many of the participants, visa processes can be complex. It is hoped that recent developments within the East African Community will improve the process and make it easier for participants to secure visas. As the participants come from relatively diverse cultures there are communication challenges with participants speaking a variety of languages including French, Kinyarwanda, Swahili and English.

The lack of respect for the age criteria is a recurring problem every year as youth who have been participating in previous events continue to do so even when they are older than 16. Officials of EAC have taken note of this problem and are implementing measures to address it through a combination of interventions building both on trust and active sanctions.

The Organising Committee observed that despite improved relations and cooperation between the EAC and institutions in Moshi (including local authorities, the Moshi Technical School and the private sector), there has been little participation of the local community in the tournament. Organisers see scope for improving the sense of local ownership and identity with the EAC and also in promoting understanding of the concept of sports for development.

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<sup>75</sup> NPA covers 80% of the budget and KRIK 20%.

<sup>76</sup> Figures provided by Svein Olsen, Advisor, NPA.



*Capacity Building and Strengthening of Civil Society* When asked about their understanding of capacity building and strengthening of civil society, informants viewed the two concepts as synonymous, defining both concepts as efforts aimed at facilitating NGOs to function effectively (including funding, management infrastructure and increased knowledge).

#### **9.4 Achievement of Results**

EAC has been reaching 900 to 1,500 individuals annually. In 2010 about 1,500 individuals participated in the tournament and received training in life skills. It is hoped, and believed by key informants, that they take their newly acquired skills to their respective communities. The number of tournament participants has almost doubled since 2005, with 1,500 participants in 2010. The participation of neighbouring countries has also broadened over time. Participating teams have increased from 44 in 2006 to 64 in 2010.

The organisation of the event has improved every year as competencies and structures improve with experience. The expansion of issues covered in the educational seminars is an example of adaptation to changing local conditions and needs as they are understood by programme organisers. In organising tournaments in their respective countries, youth have learned about coordination, budgeting, accountability, and fundraising. In addition, participants gain valuable life skills in refereeing, media, sports medicine and first aid and conflict resolution and have been sensitised on critical issues such as HIV/AIDS and the environment. Participation in the tournament has helped to build confidence and self-esteem for youth and, for some, has led to opportunities to join premier leagues at home. These achievements have earned the EAC respect and credibility. Tournament committee members and technical personnel such as referees and first aiders have been empowered with increased capacities, links to regional and international networks and have increased their understanding between people and cultures.

The EAC therefore presents a strong regional Sports and Development platform for sharing best practice in terms of refereeing, fair play, tournament logistics, openness to both boys and girls etc. all over an expanded East Africa (Rwanda, Uganda, Kenya, Tanzania, Zambia and Sudan). Below are some testimonies collected during the 2010 EAC that highlight some of the human successes of the programme:

*"I started as a player (under 18 category) in 2004. In 2006 I became a team captain and in 2007 I participated as a team captain/manager. Through the seminars I have been able to develop to a Peer leader facilitator. This year I managed to organise a team, the Msimamo Youth Educators, and I am here as a team manager of under 13 boys. Through this process I have learned not only football related skills but also my understanding on HIV/AIDS and my English has improved."*

*"I was trained as a referee. Through these tournaments I have got more experience and exposure. I am now participating as a referee in country and international level tournaments."*

*"I came to this tournament as a player. I was identified and chosen to play in the National women team. I earn money and I now take care of my offspring and grandmother. I am an orphan. I have a house and can buy food for my family. I have visited many places because of football. In fact I might go to America this year. It will be great achievement for me."*

*"I started as a Team Manager. The tournament motivated me to attend a Referee course in 2005. In 2006 I attended an instructors' seminar and played the role of instructor in 2007 to 2009. This year I am here as an Assessor cum Instructor. In this regard my capacity has developed from basic refereeing to the level of assessor."*

*Indirect Effects* The Moshi Technical School has benefited in many ways. Students participate in the event and develop various organisational and leadership skills. A teacher from Moshi Technical School reported that one of the head boys managed to save the school from a crisis using his leadership skills gained from the tournament. The main challenge for Moshi Technical School is to maintain its facilities and EAC allocates a small annual budget to rehabilitate some of the school's facilities. Most services (e.g., transport, catering and laundry) are outsourced to local service providers. This arrangement has therefore contributed to the local economy. Some key informants mentioned that increased expectations may be a negative side effect.

*Cost Effectiveness* The allocated resources for the EAC are used to reach approximately 1,500 participants annually who in addition to having fun and playing football, also acquire life skills, including leadership and organisation skills. The organisers note that the tournament has also given various organisations the opportunity to learn from each other, be inspired and share experiences for building strong mutually beneficial networks.

Inspiration for the EAC can be traced, in part, to the Norway Cup- an annual tournament held in Oslo, Norway since 1972 to which teams from developing countries are invited to participate. By holding the tournament in Moshi, Tanzania many more teams and youth from Tanzania, Kenya, Sudan, Rwanda, Burundi and Uganda have the opportunity to take part in an international tournament. Furthermore, costs are significantly lower, thus cost of holding a tournament in Moshi with 44 teams from the region (including transport and accommodation) is about the same as sending four teams to Norway Cup.<sup>77</sup>

The project addresses capacity building at many levels through educational seminars conducted during the tournament and through skills development in organising and carrying out the tournament. Even if the teams and leagues that the participants are drawn from are not included, it has reached thousands of youth with a mixture of fun, contact with youth from other cultures, sports and life skills. The cost has also been high however. The logistics of the tournament that lies at the core of the project are low-cost and include (and depend on) volunteerism and donations of goods and services. Nevertheless a tournament is expensive with

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<sup>77</sup> Information from the internet-EAC site

international travel costs, overheads etc. If impact is restricted to the 1,500 annual participants, the cost is more than NOK 1,300 per beneficiary (ca USD 200), a high cost even if effects are assumed to “last for a lifetime”. The calculation becomes very different if the participants are assumed to have an impact on their home teams, leagues or schools. There is no systematic documentation to show that this is the case however. We therefore lack data to draw any conclusions on the overall efficiency and effectiveness of the project.

### **9.5 Conclusions and Recommendations**

The project was intended to empower boys and girls between the ages of 12 and 16 using sports as a tool. The tournament and its related activities have made significant contributions to the lives of participants, volunteers, partners and organisers. Lack of systematic documentation makes it impossible to confirm the contention of the organisers that the project also has significant spread effects. Some of the factors contributing to the confirmed achievements include:

- EAC addresses problems faced by youth and is consistent with relevant policies in Tanzania;
- The project has influenced positively the social and economic status of some participants;
- The project builds capacity at many levels. By stimulating local leagues it contributes to a large number of youth activities and most likely reaches an impressive number of beneficiaries;
- Partners show strong commitment and express satisfaction with respectful inter-organisational relations and the sharing of responsibility that takes place;
- The skills imparted are likely to be sustained and memories treasured by many. However, the tournament itself is unlikely to survive unless the EAC network members rapidly invest in securing sponsorship from new sources.

Over time EAC has earned respect and credibility. The number of tournament participants has almost doubled since 2005, with 1,500 participants in 2010. The participation of neighbouring countries has also broadened over time and added value to networking and exposure of youth to different cultures. Judging by reports and key informant interviews, the organisation of the event has improved every year as competencies and structures improve with experience. Based on anecdotal evidence, participation in the tournament has helped to build confidence and self-esteem for youth and, for some, has led to opportunities to join premier leagues at home.

EAC is a project where different partners pull together their financial and technical expertise to implement a project targeting youth from different social, economic and cultural backgrounds. The planning, implementation, quality control and overall management appear to be effectively executed through the EAC committees.

The lack of systematic documentation limits the possibilities of improving activities, sharing experience with like-minded organisations and attracting new sponsors. The involved organisations are therefore recommended to complement the current tournament activities with joint monitoring characterised by in-depth reflections and documentation of outcomes and impact attained through this project in various

countries. Partners should also be encouraged to analyse and document different factors that are supportive for attaining and sustaining outcomes and impact in their respective countries. This will help participating countries to learn from each other and the projects to play a role of informing resource allocation and policymaking processes. This measure involves support to respective organisations to develop systems and skills needed to facilitate systematic planning, monitoring and documentation.

## 10 SF/Microfinance

### **Stromme Foundation – Stromme Microfinance East Africa Ltd.: Microfinance in Tanzania<sup>78</sup>**

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context.

<b>Geographic Area</b>	Tanzania
<b>Target Group Size</b>	117.000+ clients in 2009
<b>Financial Input Per Year</b>	2005: NOK 1 323 000 2006: NOK 1 811 000 2007: NOK 937 000 2008: NOK 1 429 000
<b>Route of Financial Support from MFA/Norad to the Final Recipient</b>	Norad – Stromme Foundation- Stromme Microfinance- Stromme Microfinance East Africa– Tujijenge
<b>Description</b>	Empowering poor people, particularly women through group mobilisation, savings and credit, networking, advocacy and capacity building of micro finance institutions, MFIs. In practice, capacity building and funding of MFIs.

*Background:* Stromme Foundation (SF) is a Norwegian foundation based on Christian values, with a mission to eradicate poverty by working in the education and microfinance sectors. Its holding company, Stromme Microfinance, functioned as a wholesaler of venture capital with a social profile and was represented in the region by its partially owned subsidiary; Stromme Microfinance East Africa Ltd (SMFEA). Based in Uganda, the company implemented support to microfinance institutions in the region including seven MFIs in Tanzania.<sup>79</sup> The support consisted of capacity building, loans and active ownership based on limited equity. Partners were selected according to set criteria based on e.g. financial health, growth potential, reach in underserved, mainly rural, areas and their competence.

The project was aligned with government priorities e.g. promoting access to financial services, as stated in the National Strategy for Growth and Reduction of Poverty.

*Managing for Results:* Stromme maintained a management system based on results-based-management principles. Financial objectives were formulated appropriately in line with micro-finance ambitions. Stromme was in the process of developing indicators to reflect its other objectives, related to social performance.

<sup>78</sup> In the Stromme case we were not able to do a field visit. The case study is therefore based on interviews with SF staff in Norway, SF East Africa Ltd staff in the regional office in Kampala, Tujijenge staff in Daar es Salaam and document reviews.

<sup>79</sup> BRAC, (Bringing Resource Across Communities) Tanzania, Tujijenge Microfinance Ltd , Tujijenge Tanzania Limited, YOSEFO, PRIDE Tanzania. SELFINA (since 2009). Tanzania Home Economics Association handling community managed micro finance. A former partner, Mara Microfinance, was mismanaged and therefore absorbed by Tujijenge Microfinance .

Financial risks were regularly assessed and monitoring was integral to projects design. Capacity building of partners included introducing and developing similar management information and control systems.

*Project Approach:* Target groups were not excluded or vulnerable, but the project areas were. Beneficiaries were not involved in overall project design or monitoring but were highly involved in savings, group management and their own investments. Operations were adapted to opportunities and constraints of the projects areas and the sector.

*Achievement of Results:* For Tujijenge: Growth of portfolio from TSH 50 million to 500 million, number of clients increased from less than 200 to 3800 clients, Members grown up to 4500, Portfolio at Risk reduced from 74% to 11% by July 2010.

For Stromme in Tanzania: (2009) A Total of 5 loans worth NOK 14,089,100 was disbursed during the year, a 19% increase from 2008. The Tanzania portfolio as at the end of 2009 was NOK 19,552,281; more than 35% of the overall portfolio of SMF EA Ltd. Overall portfolio of SMF EA grew by 54%. A total of 117,562 (73,834 female and 43,728 male) poor micro clients were reached. A total of 60 Community Managed Micro Finance groups were mobilised and trained. Total membership of the Community Managed Micro Finance groups was 1,620 members (780 male, 840 female). A total of 35,338,050 TSH or USD 25,412. Savings were mobilised during the year. In addition, various capacity building investments, mainly technical trainings were implemented.

*Conclusions and Recommendations:* Given the specific nature of Stromme activities and the fact that it was not possible for us to visit the field, the team did not feel that our competencies and our insight in operations were sufficient to give recommendations.

## 11 NAD/Community Based Rehabilitation

### ATLAS – Norwegian Association of the Disabled – Government of Uganda: Community Based Rehabilitation in Uganda<sup>80</sup>

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context. A second objective of the evaluation is to contribute to learning, and it is hoped that this case study may contribute to discussions among the stakeholders regarding the progress of this project.

The team conducted a document review, interviewed key informants in both the Norwegian Association of the Disabled and Atlas Alliance and the Ugandan Ministry of Labour Gender and Social Development. We also visited project implementation sites in Busia, Kayunga and Tororo. In addition to project staff we met with Michael Owori Tororo District Councillor.

#### 11.1 Project Background

<b>Geographic Area</b>	Busia, Kayunga and Tororo Districts
<b>Years of Operation</b>	The remodelled programme was implemented from 2002-2009. From 2002-2005 the programme was piloted in Tororo and then spread to Busia and Kayunga in 2006
<b>Financial Input Per Year</b>	2006: NOK 3 357 780 (962.040 NOK to MoF) 2007: NOK 2 505 387 (1 058 445 NOK to MoF) 2008: NOK 1 705 036 (285 000 NOK to MoF)
<b>Route of Financial Support from MFA/Norad to the Final Recipient</b>	Norad – Atlas alliance – NAD – Ministry of Finance Uganda – CBR Districts. Also Ministry of Gender Labour and Social Development HQ would receive funds directly from MoF.
<b>Description</b>	Mobilise relevant resources in society to ensure social integration in for highest possible number of persons with disabilities, with government and disabled persons.

A 2002 Uganda Bureau of Statistics report states that 35-38% of Uganda's population lives below the poverty line. Of these, 4-5% were identified as persons with disabilities. According to the 2002 national census, households headed by disabled people have significantly lower education and less employment and formal trade income than the rest of the population.

Community Based Rehabilitation (CBR) was introduced by the Government of Uganda in 1992 as its official strategy for addressing the needs of the disabled in

<sup>80</sup> This case study has been prepared by Elizabeth Bamwine, Country Coordinator Uganda, and Julian Mwine, Research Assistant. The team wishes to thank the following for assistance in completing our work: Beatrice Kagya, Former Coordinator Community Based Rehabilitation Ministry of Gender Labour and Social Development and Earnest Wafula, District Community Development Officer Busia District.

Uganda. The government was assisted in this by the Norwegian Association for the Disabled (NAD), who provided advisory and technical support. NAD is a member of Atlas Alliance, an umbrella organisation grouping disabled persons' organisations in Norway. The 1995 Constitution of Uganda incorporated affirmative action measures to safeguard and promote the rights and participation of women, youth and the disabled. As a result, disabled people are represented by special delegates in government assemblies at all levels including the national parliament. This brought the issues of the disabled to the forefront and called for them to be addressed.

CBR is based on a World Health Organisation strategy for involving PWDs in the development of their communities and ensuring that they have equal access to community resources, rehabilitation, health and other services, education and income opportunities. Through the CBR programme, 80% of PWDs can be helped in their homes and local communities, with 20% requiring costly specialist services. The CBR programme is in line with government strategy and programmes that work to improve the condition of PWDs in Uganda at all levels of society. The objectives of the programme were formulated on the basis of annual performance targets to achieve expected results planned for the programme.

The initial programme was implemented in seven districts of Uganda. Between 1993 and 2000, three external evaluations were carried out on the CBR programme. One conducted in 2000 recommended consolidation of the programme through a clear, strategic plan to improve programme coverage and the quality of services provided to disabled people. As a result, the National CBR Steering Committee together with NAD decided to implement CBR in one district as a pilot project, which, if successful, could eventually be replicated to other districts in Uganda. In 2002, Tororo was chosen as the pilot site for the programme. After the success of the new CBR model the programme was expanded to Busia and Kayunga districts in 2006. The CBR project continued up to 2009 with NAD funding after which the Government of Uganda took over and spread it to other parts of the country.

The CBR project in Uganda engages people with all types of disabilities including those with reduced mobility, hearing and sight problems, learning difficulties, mental illnesses and disorders such as epilepsy. The programme implementation includes people from national to village level and aims to build capacity and change attitudes about disability at all levels in society. The CBR project is implemented through the Ministry of Gender Labour and Social Development. It is aimed at empowering disabled persons and strengthening disabled persons organisations (DPO). More specifically the CBR programme aims to ensure social inclusion and access to services, education and work and income opportunities to PWDs in Uganda.

The CBR programme's stated objectives are to:

- Achieve full integration of disabled persons into the mainstream of society while empowering them to take part in the development process by increasing their job opportunities and other productive measures;
- Create and build capacity of disabled persons, their families and the community to identify and manage disabilities;



- Promote the participation of disabled persons in planning, implementation, monitoring and evaluation processes; and
- Promote social, economic and political integration of disabled persons within their communities by accessing them to all district programmes.

The main activities integrated under the multi-sectoral intervention approach include capacity building, economic empowerment, management of disability, awareness raising and home based care.

*Capacity Building:* This activity involves training PWDs in skills that allow them to manage their disability. Training in managing disability is also provided to family members. This training enhances the capacity and ability of a family to work with the Community Development Officer (CDO) to support the PWD. Training of local councils at village level is also carried out to ensure the capacity of DPOs to support PWDs and their families. Finally, NGOs and the government support PWDs by paying tuition fees at schools and vocational centres for some.

*Economic Empowerment:* A 2002 census, reported that only 20% of PWDs are able to access money through banks. To address this issue, CBR has designed programmes to enable 80% of PWDs access to money through microfinance programmes run by CBOs. One example of how the Government of Uganda supports the economic empowerment is the creation of a special fund (UGX 30 million) to promote enterprise development for PWDs. The CBR uses a community driven development model, whereby the district is given money to manage and to implement activities planned with the community. This enhances the sustainability of the project as it is based on meeting needs as defined by the community.

*Management of Disability:* Under this activity the PWDs are given medical treatment in coordination with the district health department. For instance, referral hospitals offer medical treatment and prescriptions for different ailments and Mbale Cure Hospital treats children with hydrocephalus. Some partners have contributed assistive devices, all under the management and administration of the CBR.

*Awareness Raising:* The CBR programme sensitises communities about disabilities in an effort to reduce the stigma and discrimination that PWDs have traditionally experienced. The planned activities include bringing awareness of opportunities and benefits to PWDs through radio programmes and meetings to prioritise needs and solutions. The CBR also mobilises community volunteer advocates for language teaching and lobbies for infrastructure such as ramps and corner seats in schools.

*Home Based Care:* Under this activity medical personnel give treatment and care for some ailments and conditions during home visits. They also advise on how best to support the family and encourage them to manage the stigma that the family sometimes also experiences. Home visits also allow medical personnel to identify other PWDs in the community and encourage them to join the programme. This activity includes CBOs and volunteers to update the established management information system through information gathered during the home visits.

## **11.2 Managing for Results**

The CBR programme is generally implemented according to plan. The main activities are planned and budgeting procedures are guided by programme activities and inputs required to achieve the objectives. The programme is implemented through collaboration with existing government structures. This strategy allows the programme to influence various aspects of the PWD's life, the family, the community and the government and thus achieve greater impact. The programme uses a bottom-up integrated planning model, which attempts to assist disabled persons to meet their needs. At the district level, the planning and implementation is through the Chief Administrative Officer and on to the District Rehabilitation Officer as the technical officer. The programme works to build and strengthen organisational capacity so that DPOs are better able to represent and address the needs of their own constituents, as well as advocate for and influence their communities to improve the lives of persons with disabilities.

The project is well aligned with the government strategies and priorities including: i) The Uganda Constitution (1995), which recognises the rights of persons with disabilities and provides the basis for the enactment of laws and development of policies that address their concerns; ii) The Persons with Disabilities Act (2006), which aims to eliminate all forms of discrimination against persons with disabilities as well as to ensure equal opportunities for them; iii) The Poverty Eradication Action Plan 2004/2005 -2007/2008, which targets the disabled as a specifically disadvantaged group that needs attention and acknowledges Community Based Rehabilitation (CBR) as the main strategy to ensure equitable poverty reduction among persons with disability; iv) The Social Development Investment Plan 2003-2008 (SDIP, sector plan) addresses major challenges of inequality, exclusion, unemployment and low productivity among the poor and vulnerable; and v) The National Policy on Disability (2006), which provides a CBR framework for delivering of services to persons with disabilities.

*Coordination of Project Implementation:* Originally, funding was provided directly to various DPOs, restricting beneficiaries to a particular DPO membership. In order to expand the benefits to a wider population, the programme was revised and funds were channelled through the Ministry of Finance to the Ministry of Gender, Labour and Social Development, which distributed funds to respective district local governments. The Ministry of Gender, Labour and Social Development has supervisory and advisory roles as established through a Memorandum of Understanding with each of the three districts implementing CBR.

The various levels of implementation are through government departments (e.g. probation, health, education and agriculture) and or NGOs and CBOs. All activities in the departments are integrated but each person or family is served by the NGO, CBO or government department with responsibility for a particular intervention. At the district level the coordination of the programme is invested in the District Community Development Office, assisted by various steering committees, CBR volunteers at every parish and CBR artisans in each sub-county. The district steering committees consist of external members including CBOs, NGOs and the regional hospital.

The multi-sectoral and integrated planning and coordination of implementation increases participation and empowerment and thus the overall impact. However, the programme should consider making the main indicator for achieving the objectives the number of disabled receiving some form of assistance, as opposed to the current indicator of number of planned activities or meetings. The final evaluation report of 2005 recommends that changing the focus of planning will eventually result in better mobilisation of resources for building capacity at sub-county and community level. CBR may consider investing in strengthening the management information system to inform the planning process.

*Monitoring and Evaluation:* There is a strong monitoring and supervision structure established through the national coordinator from the Ministry of Gender Labour and Social Development. It begins in the Ministry and goes through the selected national steering committee from other participating ministries and NGOs, to the national CBR coordinator. In addition, district political leaders from the Local Council 5 to the Local Council 1 (at the village level) are all involved including the Resident District Commissioner. These levels of supervision are in place to ensure that the programme does what it sets out to do by reaching PWDs with services from various stakeholders.

The reports are compiled from the lowest level of implementers and submitted to NAD through the Ministry of Gender Labour and Social Development. The team was able to see evidence of annual implementation reports prepared by the DCDO (District Community Development Officer) using information from the community volunteers and CBOs on activities submitted through the Chief Administrative Officer to the Department of the Elderly and Disabled in the Ministry of Gender Labour and Social Development.

In spite of the elaborate monitoring and supervision structure the team did not see evidence of a central coordination system that collects and reviews reports from the many stakeholders participating in the programme and there was no evidence of a mechanism for feedback and sharing information that would inform subsequent planning and action. There is no monitoring and evaluation strategy to guide and assist in the management of monitoring the results to inform the implementation. The programme might consider developing a strategy that centralises the function of monitoring and evaluation, especially since the national coordinator position already exists.

*Results Based Management:* The overall management of the programme is geared towards results based management. The objectives of the programme are clearly stated in a logical framework. However, while annual plans and applications specify expected results, indicators are not quantified. Rather, they are expressed as statements of intentions of what is to be measured. The tracking of performance progress is done through the regular reports and the results achieved are well expressed and quantified where possible.

CBR uses Norad reporting and application formats in order to comply with the funding relationship with NAD. The Norad reporting and application formats support

the management of the programme because they offer clear implementation and monitoring structures for better results. The annual application forms and progress reports sent to NAD require information that relates to previous, current and planned achievements. This puts the focus of the programme on continuous assessment of how activities and inputs are geared towards attainment of planned results. The RBM training given to its partners by NAD promotes the use of reporting formats and requirements. This in turn supports the programmes' management given the varied levels of education, expertise and intervention focus of all the players that are expected to fully participate and own the process.

The team agrees with the recommendation made in the 2005 annual evaluation report that the CBR should develop a more user-friendly management information system. The current tool is tedious and adds more work for the already over burdened CBOs.

The programme uses a database to identify PWDs and their needs (Tororo currently has 6,500 persons registered). The database is also used to improve existing interventions, identify needs for additional interventions and to distribute resources. This information is collected through a questionnaire administered by either the community volunteer or the CDO. The form is supposed to be updated quarterly; however, this procedure is proving to be too much work as the numbers grow. According to the Tororo CDO, the procedure requires additional personnel and more participation of PWDs, but because of the low education level in most cases, the CDO or the community volunteer ends up completing the form. Such an exercise for 6,500 disabled persons is a daunting task that would require substantial resources and time.

### **11.3 Project Approach**

In 1986, NAD was invited both by the Government of Uganda and the Norwegian Embassy to contribute to the improvement of the living conditions of the disabled in Uganda. NAD strategically chose to work in partnership with public authorities due to the central role they have in ensuring equal rights for the disabled. The choice of the National Union of Disabled Persons in Uganda (NUDIPU) as partner was obvious, since it is an umbrella organisation grouping together DPOs.

The main cooperation agreement was between the Government of Uganda and NAD, with the government represented by the Ministry of Finance, Planning and Economic Development. The Ministry of Gender Labour and Social Development delegated supervision of the programme to the department of the Elderly and Disabled in the Ministry of Gender Labour and Social Development. A memorandum of understanding between the Disabled in the Ministry of Gender Labour and Social Development and each of the three district authorities implementing the CBR spells out the relationships for clear implementation structures. In this relationship, NAD provides direct technical support to the district CBR implementers. Whereas NUDIPU is a direct partner for NAD on advocacy and lobbying for disability issues, there are other partners that support the integrated CBR programme. For instance, the Association of Microfinance Institutes of Uganda (AMFIU) supports the economic empowerment activity and the Community Based Rehabilitation Alliance

(COMBRA) offers theoretical and practical training in CBR, both at national and local level. NAD has other indirect partners that include the Uganda National Association of the Blind (UNAB), the Uganda National Association of the Deaf (UNAD) and the National Union of Women with Disabilities (NUWODU).

*Strengthening Civil Society:* In implementing the CBR programme, NAD follows a twin track network: one operating through the government and one operating through civil society in a strategic partnership. NAD has played an active role in inspiring the disabled to unite and take an active role in society. For instance, NUDIPU's efforts greatly contributed to the inclusion of affirmative action measures for the disabled in the 1995 constitution review, in particular the quota system for electing representatives for PWDs in parliament and the lower levels of government assemblies. For many years, NUDIPU advocated and contributed to the drafting of a national policy on disability. This policy was endorsed in January 2006. Through sensitisation, advocacy and awareness campaigns integrated, issues of the disabled have been streamlined and CBR has built a strong civil society for and with PWDs. For instance in Tororo the team visit was a few days after the DCDO and his team had forced the town authorities to break the entrance to the town's main market to construct a wheelchair ramp.

*Capacity Building:* Through the funding, NAD transferred knowledge and skills for its partners to effectively manage programme partners and for its target groups to benefit from the programme. The main thrust of the CBR programme is to empower PWDs so that they can participate effectively in the development process. Capacity building is therefore a key component of the programme.

The programme involves training the implementers as well as the target group. The community CBR volunteers and community development workers receive training in skills that enable them to support PWDs. The community development workers and volunteers have been with skills to deliver quality service to PWDs and their families. In addition, the sensitisation and training that PWDs receive empower them to overcome the stigma and to demand and access services, which in turn, enable them to participate and take up opportunities that improve their lives. Through training in results based and integrated planning, the key stakeholders (i.e., DCDOs, CBOs, PWDs, families, community volunteers, health workers, probation officers) are empowered to advocate for issues that support management of disabilities and access to and mobilisation of resources to, for example, start and manage enterprises.

*Target Group:* The primary target group comprises all people with disabilities. The programme aims to build capacity and change attitudes about disability, with its associated trauma and exclusion, at all levels in society. For this to be achieved the programme has to work with families of the PWDs and the community around them, which makes them a secondary target group.

*Participation:* Community Based Rehabilitation is defined as a strategy, within general community development for rehabilitation, for equalisation of opportunities and social inclusion of all persons with disability, their families and communities and

appropriate health, educational, vocational and social services. The programme uses a networking strategy to address implementation issues. This ensures broader inclusion of the target group and greater impact. CBR ensures full participation by working through strategic partnerships that include ministries, DPOs and other organisations, district steering committees, and local council representatives at the lowest level.

*Conclusion:* CBRs high level of cooperation, coordination and integration of capacity building in its design and use of existing institutions and local community structures supports successful implementation. The programme has sensitised beneficiaries and target groups and communities on management, participation, inclusion and the rights of the disabled in the community and has built ground for a stronger civil society.

#### **11.4 Achievement of Results**

PWDs have been empowered and participate in their communities in the three districts covered by CBR. The results indicate that disabled people participate to a greater degree in their local communities. There are more disabled people involved in community affairs from the village level to the top offices in the districts. This is attributed both to a wider acceptance in the community that disabled people have contributions to make and to an increased awareness and confidence among the PWDs of their rights and the ways in which they can actively participate. There are increasing numbers of PWDs on local councils and not only in positions reserved for the disabled. The high level of awareness and consciousness about disability, even at grassroots level is helping disabled people to gain access to services and claim their rights.

Service providers, persons with disabilities and caregivers identify and effectively manage and prevent disabilities in three CBR districts. The opportunities for rehabilitative services in the health sector has increased in the period, mostly with support of NGOs, but CBR plays an important role in linking disabled people with the relevant and available service providers at community level. For example, the Ministry of Health has increased its outreach programmes targeted at the disabled, especially in Tororo.

Persons with disabilities benefit from non-rehabilitation sector programmes. Despite some policy gaps in the area of disability, there is no doubt that more disabled people than before manage to take advantage of policy interventions within the various sectors to improve their wellbeing. For the three districts, more children with disabilities have been enrolled in normal schools and the schools are adding supportive structures to ease the lives of disabled students. Disabled people have also managed to tap into both government- and NGO-run development programmes, especially in the area of vocational training. It should be mentioned that after several years of active lobbying from the rehabilitation department in Tororo, Plan International, one of the major international agencies in Tororo, agreed to earmark more than 270,000 NOK for disabled children. The programme has shown considerable progress in securing additional funding at district level. The fact that

Tororo has allocated specific budget funding for CBR is an acknowledgement of the priority given to the programme and other districts are trying to do the same.

Through lobbying from the districts, PWDs are being included in extension services such as the National Agricultural Advisory Services. In all districts at least one PWD in the sub-county is included in the National Agricultural Advisory Services extension services. Clubs such as Rotary and Lions are supporting mobile clinics in eye and dental care and distribution of wheelchairs.

Persons with disabilities and their families have improved livelihoods. This is the objective that has seen the most progress, with the majority of indicators meeting or exceeding expectations. Besides the already reported results, another improvement within the lives of PWDs is the increasing number of disabled people who, through increased access to agricultural development programmes and saving and credit groups, are financially independent. In Kayunga, for example, a local DPO, the Youth and Persons with Disabilities Integrated Development Association (YOPDIDA) was given support to buy sewing and weaving equipment and it has since expanded its operations and is now also training disabled people in tailoring and other vocations. The association has enabled PWDs to attain vocational skills that they have used to earn some money for themselves and their families. Besides focusing on development, these groups are also being used as pressure groups to push leaders of the disabled, government and other development partners for action and results.

Administration and management are efficient and effective. The administrative systems of the CBR were well established and they have been fully adopted by the government. The structures are still fully operational though the funding from NAD has come to an end.

The Assistant Commissioner, Department of Elderly and Disabled in the Ministry of Gender Labour and Social Development, noted that the approach of involving the beneficiaries in the implementation of the programmes and using already existing policies and systems and infrastructure makes the programme cost effective.

The CBR programme achieved fair progress towards most of its objectives. However, the single most important progress is the fact that the Government of Uganda has taken over the programme financially through the Poverty Action Fund.

### **11.5 Conclusions and Recommendations**

The CBR programme, through integrated implementation has managed to fully adapt to existing systems, government programmes and NGO structures and has achieved great impact. The programme has influenced policy change and issues of disability are mainstreamed at all levels of government. Increasingly, PWDs are participating in district politics and are being elected to public office without the help of affirmative action.

The fact that PWDs are gaining economic empowerment as they access services like loans and training in business management is reflected in the increased number of enterprises owned and managed by PWDs. In a recent agricultural competition in Tororo the best farmer was a disabled person.

The fact that the CBR programme is being implemented through government structures, systems and policies and has been strengthened by NAD over the years means that sustainability is largely assured. In Tororo district there was strong evidence that even after the end of NAD funding, the CBR activities were still going on normally and there were plans for more fund raising and a lot of enthusiasm for continuity.

CBR should consider investing in strengthening the management information system to be used as a management tool so that it can inform the planning process and also help centralise monitoring and evaluation functions. With increasing numbers of PWDs and families requiring the services of the CBR programme, the government should provide more facilitation to the project implementers to ease their work since they are moving around more and dealing with more people.



## 12 NBA/Legal Aid

### Norwegian Bar Association – Uganda Law Society: Legal Aid Project<sup>81</sup>

This is a case study of the Legal Aid Project (LAP), an initiative of the Uganda Law Society (ULS) and Norwegian Bar Association (NBA) that provides free legal services to indigent men, women and children in Uganda. The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context. A second objective of the evaluation is to contribute to learning, and it is hoped that this case study may contribute to discussions among the stakeholders regarding the progress of this project. The team conducted a document review, interviewed key informants in both the Norwegian Bar Association and Uganda Law Society. We have also visited project implementation sites in Kampala, Kabarole (Fort Portal)<sup>82</sup>, Kabale, Masindi, Jinja and Gulu.

#### 12.1 Project Background

<b>Geographic Area</b>	All over Uganda
<b>Target Group Size</b>	14,000,000 (Number of Ugandans living in poverty)
<b>Years of Operation</b>	1992 – 2010
<b>Financial Input Per Year</b>	2005: NOK 1 654 000 2006: NOK 2 500 000 2007: NOK 1 414 000 2008: NOK 1 500 000
<b>Route of Financial Support from MFA/Norad to the Final Recipient</b>	Norad – Norwegian Bar Association – Uganda Law Society – Legal Aid Project
<b>Description</b>	Establishment of legal aid services; pro-bono program; out-reach clinics; legal awareness seminars. Target group: poor people, especially women. In addition special programmes directed at authorities and local government.

Article 21 of the Constitution of Uganda (1995) guarantees equality before the law to all citizens. However, with around 38% of the population living in poverty, many citizens are unable to afford the basics of life such food, shelter, education and healthcare. This means that they are vulnerable to exploitation and they cannot afford legal services. Additionally, availability of most essential services, including legal aid, is largely concentrated around urban areas and yet the majority of Ugan-

81 This case study has been prepared by Elizabeth Bamwine, Country Coordinator Uganda, and Julian Mwine, Research Assistant. The team wishes to thank the following for assistance in completing our work: Sylvia Mukasa, Executive Director, Uganda Law Society; Aaron Besigye, Head of Legal Aid and; Henry Komakech, Legal Aid, Gulu.

82 Fort Portal is the biggest town in Kabarole district and it is also the location of the district headquarters. Both Kabarole and Fort Portal will be used interchangeably depending on the context.

dans live in rural areas. The majority of indigent people therefore have no access to justice because they cannot afford or access legal services.

The Legal Aid Project (LAP) was established by the Uganda Law Society (ULS) in 1992, with assistance from the Norwegian Bar Association (NBA), to provide legal assistance to indigent and vulnerable people in Uganda. The project was born out of the realisation that, apart from the state brief system that handles only capital offences, and the huge backlog of cases, there was no statutory free legal aid provision in Uganda, despite the fact that a large part of Uganda's population live in poverty without access to justice.

The project started with the opening of a legal aid clinic in Kampala in 1992. It soon after opened other clinics in Jinja, Gulu, Kabarole and, more recently in Masindi and Kabale. The clinics provide legal counselling, court representation and legal awareness to a cross section of clientele. The project is managed by the ULS, headed by the Executive Director and assisted by the Head of Legal Aid and Pro Bono Services.

The mission of the LAP is to become a leading provider of legal services of choice in order to ensure access to justice for the poor and vulnerable people so as to promote the socio-economic development of Uganda. As stated in the 2005-2010 Strategic Plan, LAP seeks to:

- provide high quality legal aid services to indigent men, women and children;
- promote the respect for rights and the rule of law in Uganda;
- lobby and advocate for legislation and policies to act in favour of the poor at national, district and lower levels;
- develop and strengthen management systems as well as general organisational development of LAP;
- strengthen the governance of LAP in order to ensure good strategic leadership and direction by the board of trustees of the Legal Aid Project; and
- build mechanisms and aggressively mobilize resources to ensure sustainability of legal aid services in Uganda.

LAP provides a variety of services to its clients including legal advice; mediation, negotiation and other alternative dispute resolution services; court representation; paralegal training to support the delivery of legal services; legal and human rights awareness programs and materials; lobbying and advocacy; and research documentation and dissemination.

LAP has taken advantage of being founded as an initiative of a membership society (ULS) whose existence and sustainability is assured; hence it benefits from policy guidance from the members and has more support from Government than any other civil society organisation in the same field, as evidenced from its representation at the Justice Law and Order Sector (JLOS). However, the lack of a stipulated Government policy on legal aid services provision<sup>83</sup>, which leaves legal service

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83 A National Legal Aid Baseline Survey in 2004 found that there was no comprehensive legal, institutional or policy framework at the national level to guide the provision and regulation of legal aid services. Government funding and provision of legal aid is limited to state briefs, which deal with capital offenders only, while the mandate of the Law Council to regulate legal aid provision is not active due to logistical limitations.

providers with no guidelines to assist them, sometimes leads to difficulties in expanding the programme through collaboration with other service providers.

## **12.2 Managing for Results**

LAP has made a number of strategic plans during the course of its existence, the most recent one being the 2005 – 2010 strategic plan. The strategic plan has well defined objectives, expected results and indicators that link coherently. A risk analysis of possible factors that might affect the implementation of the plan and achievement of results is also clearly laid out.

The key actions and projected outcomes in the strategic plan are realistic and the plan has been operationalised to a great extent. For example, one of the key actions towards increasing access to justice for vulnerable people in the 2005 – 2010 strategic plan is to “provide representation and general legal services to prisoners”. This action was implemented by establishing a prison decongestion programme and opening of three clinics (Luzira, Kabale and Masindi) offering legal services to prisoners in 2005. However, the plan to have 20 clinics in the country by the end of 2010 has not been achieved probably because it was too ambitious given the limited human and financial resources.

There is strong evidence from interviews and reviews of project documents that recording of data and reporting systems strongly supports the management of the project, given the numbers and geographical scope of the project. ULS and LAP have a comprehensive reporting system that tracks progress for activities in all programmes. Legal aid clinics keep detailed records of all the cases handled and the actions taken. This also includes daily reporting on action taken, progress on cases and outcome of each intervention. Each clinic incorporates this information into monthly reports, which are sent to the head office and harmonised into a single report. These monthly reports also form the basis of quarterly and annual reports that are sent to the donors.

There are annual monitoring and evaluation visits by technical teams from the Norwegian Bar Association that allow for a practical appreciation of the reports submitted by the Legal Aid Project. The visits are also intended to encourage face-to-face dialogue between the Legal Aid Project and the Norwegian Bar Association. Strategic planning meetings are held to evaluate the progress made by the project over the year and design strategies to address challenges and new priorities as identified. The annual review of reports brings together the legal officers from all the clinics. The outcomes from the review of these reports inform the development of subsequent action plans in line with the recommendations therein.

Both the annual monitoring reviews and the strategic planning workshops have ensured that strategic direction of the Legal Aid Project remains relevant to the justice needs of the communities which the project serves. However due to funding constraints, not all findings and recommendations of the various reviews can be acted upon. For example, reviews and clinic reports have recommend that each clinic have at least two legal officers to ease the workload but this is yet to be implemented because the available funds do not allow for additional staff.

The overall project management is results focussed, practices results based management and uses clear application and reporting formats. Project plans contain log frames with clear expected outputs set on an annual basis. The indicators are generally quantitative and are the same as the outputs. The performance on these indicators is traced through monthly reports compiled at the clinics sent to the head office where they are integrated into quarterly reports that are sent to the NBA. LAP uses Norad formats combined with standardised ULS formats. This has eased management of the project by offering a means of continuously monitoring the extent to which the project has achieved its results.

### **12.3 Project Approach**

*Cooperation:* LAP was initiated as a co-operation between the Norwegian Bar Association and the Uganda Law Society. ULS was chosen to carry out the project due to the fact that it was an established statutory organisation that could best handle the project. Over the years the cooperation between NBA and ULS has grown stronger and, as a result, LAP has expanded in its operations. NBA channels the funding for LAP to ULS, which handles the implementation of the project.

*Strengthening Civil Society:* The Legal Aid Project appreciates the role of the civil society in its promotion of access to justice and the rule of law and as such LAP cooperates with local and international organisations on issues pertinent to legal aid provision and human rights. Within Uganda, LAP spearheaded the formation of a Legal Aid Service Providers Network. The partners in this arrangement include the International Federation of Women Lawyers – Uganda, the Foundation for Human Rights Initiative, the Public Defenders Association of Uganda, the Uganda Gender Resource Centre and the Legal Aid Clinic of the Law Development Centre. LAP wanted to create a forum to identify and discuss strategies for improving the delivery of legal aid. The clinics have also cultivated relationships with various CSOs with which they have been able to conduct outreach programmes and training and sensitisation on human and legal rights. Outside Uganda, LAP collaborates with other organisations that share a common purpose: the Penal Reform International (Malawi), the Legal Resources Centre, (South Africa), the Human Rights Institute and the Legal Aid Board.

Through the sensitisation and awareness given to the walk-in clients at the clinics and the inmates of the prisons, the mediation and counselling and the outreach programs, LAP informs the beneficiaries of their rights, the services offered and how to access these services. This is done with the purpose of promoting empowerment, increasing rights-based knowledge and building self esteem and confidence among the people, to benefit from the services. The fact that the clinics get their clients through referrals such as from the local councils and concerned neighbours means that the project is working to strengthen civil society.

The Legal Aid Project continues to implement programmes jointly with strategic partners like the Uganda Human Rights Commission, Uganda Land Alliance, United Nations High Commission for Refugees and Human Rights Network Uganda (HURI-NET) among others in the promotion of human rights and the rule of law on matters affecting vulnerable persons such as children, internally displaced persons, refu-

gees, as well as other vulnerable groups such as widows, orphans and people affected by HIV/AIDS.

*Capacity Building:* The project intrinsically builds the capacity of its staff 3 out of the 5 legal officers at the clinics said the project had given them experience, skills and confidence and over the years, LAP has been a training ground for young lawyers who gain experience before going in to private practice. LAP carries out community sensitisation programmes that enlighten the people on the different services they can access, their rights and obligations and the type of cases that can be handled at different levels. This kind of awareness has built the capacity of the target group.

*Target Group and Participation:* The Legal Aid Project has endeavoured to reach out to its target group, indigent men, women and children in Uganda. This has been done through the establishment of 7 regional legal aid clinics and legal outreach clinics in areas of Uganda where LAP does not have clinics. The Legal Aid Project also provides assistance to prisoners in Luzira, Masindi and Kabale Clinics as part of its prison decongestion programme.

LAP has ensured inclusion of the target group in the project through undertaking training needs assessments to inform human rights and training programmes; capturing views from clients in the designing of posters and booklets on human and legal rights as well as undertaking periodic monitoring and evaluation of the programme to ensure that it is in line with identified needs and priorities of the target group.

However, since the clinics are located in urban areas, there are still many indigent Ugandans in rural areas who are unable to access legal aid services. Many of the rural poor cannot travel to the towns to access legal aid and the LAP staff cannot be present in all parts of Uganda because they are heavily constrained by facilitation and manpower. The clinic under the legal officer is expected to serve a very large area, which stretches the services too thin.

#### **12.4 Achievement of Results**

LAP has to a greater degree achieved its major planned results. Since its beginnings in 1992, the Legal Aid Project has managed to remain the primary provider of legal aid services in Uganda. The Legal Aid Project has attended to thousands of clients since 1992. The figures keep rising each year from 254 clients in 1993 to 8,141 in 2009. The project has grown from an initial 4 clinics to the current 7. With an aim of promoting access to justice for prisoners, the Legal Aid Project initiated the Prison Decongestion Programme, which was pioneered through the 3 new clinics of Kabale, Masindi and Luzira in 2005. This has increased the geographical scope of the project and has enabled the project to reach out to more people over the years who would probably have never had access to legal services.

LAP has raised the awareness of many people about their legal and human rights through sensitisation and training workshops for grassroots communities. LAP has supplemented its programme with community-based human rights and sensitisa-

tion programmes, with mobile clinics covering areas where there are no existing legal services.

The Uganda Law Society has successfully lobbied for a mandatory requirement that all ULS members take on at least one pro bono case per year. This will increase the number of lawyers offering legal aid services outside LAP and thus lead to an increase in the potential number of clients that can be reached. The pro bono scheme will also raise the profile of legal aid in Uganda while ULS lobbies for a law governing legal aid service provision to be passed in Parliament. The pro bono scheme is also an important step towards ensuring the sustainability of free legal aid in Uganda.

*Cost Effectiveness:* Generally the project was considered cost effective within the context and challenges of its implementation. Considering the geographical scope/ spread of the project and the intensity of the workload the current approach is cost effective. A faster way of reaching the ever-increasing number of clients such as mobile clinics or more outreach activities is yet another cost that LAP is still grappling with. The issue of cost effectiveness is still a challenge especially in the context of the geographic areas covered by the clinics. One example of this was given by the Masindi clinic, where the lack of a vehicle has resulted in an inefficient use of time spent travelling by bus in the region.

## **12.5 Conclusions and Recommendations**

The Legal Aid Project has been a success given the nature of its mandate and the thousands of people that are its potential target group. LAP has managed to carry on providing free legal aid services to thousands of people mostly due the fact that there was a group of people out there waiting to be served without any other alternative. The project has been supported by the already existing legal and political structures and systems to answer a perceived need.

LAP has also faced difficulties in its operations that have meant that the project has not been able to achieve more. The project has had to operate with limited funding and yet the demand for the services and the name that the project has made for itself has led to an increase in the number of people that need legal aid services. The lack of a government policy governing the provision of legal aid services has also hampered the projects potential to reach more people with possible government backing.

For the Legal Aid Project to be more effective the following recommendations could be considered: *i)* LAP should carry out a feasibility study in the short term, to determine how best to reach and serve more people within available resources. Focus should be on reaching rural areas where there are no other alternatives. In the long term, it would be desirable to strengthen the human resource capacity of the project by increasing the number of legal staff at each clinic. At least 2 advocates and 2 paralegals would ease the workload and allow for more clients to be served. More advocates at each clinic would also allow the clinic to deal with walk-in cases and court cases at the same time with ease; *ii)* Most parts of the

country are still underserved and even those districts under the clinics' portfolio do not always get served efficiently due to logistical limitations. LAP may consider other less costly alternatives of reaching more people such as mobile clinics or investing in more paralegals to carry out the sensitisation and awareness raising activities; and *iii*) LAP should develop a detailed plan for ensuring sustainability of legal aid service provision with reduced or no external funding.

## 13 NWF/Vocational Training

### FOKUS – Norwegian Women and Family Association – Companionship of Works Association: Vocational Training to Disadvantaged Girls<sup>84</sup>

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context. A second objective of the evaluation is to contribute to learning, and it is hoped that this case study may contribute to discussions among the stakeholders regarding the progress of this project. The team has conducted a document review and interviewed key informants in the Norwegian Women and Family Association (NWF) and the Companionship of Works Association (COWA) – the Centenary Vocational Training School (CVTS). We have also visited the project implementation site in Kampala. During the course of data gathering we met the School Principal, who is also a member of the COWA management team, trainers, students and the Programme Officer of the Uganda Association of Private Vocational Institutions (UGAPRIVI). We also met some former students who were employed.

#### 13.1 Project Background

<b>Geographic Area</b>	Kampala
<b>Population Coverage</b>	1,420,200 (2008 estimate)
<b>Target Group Size (if applicable)</b>	120 girls per year
<b>Years of Operation</b>	2001-2010
<b>Financial Input Per Year</b>	2005: NOK 421 000 2006: NOK 372 000 2007: NOK 375 000 2008: NOK 371 000
<b>Route of Financial Support from MFA/Norad to the Final Recipient</b>	Norad – FOKUS – NWF – COWA – CVTS
<b>Description</b>	Vocational training to disadvantaged girls

The Centenary Vocational Training School (CVTS) was established in 1992 by Father Steve Collin of the White Fathers Society, under the Catholic Diocese of Kampala, to provide training opportunities to girls orphaned due to HIV/AIDS. CVTS was initially managed by the AIDS Widows Orphans Family Support (AWOFS), an organisation supporting HIV/AIDS orphans, especially girls. In June 1998, the Catholic Church asked the Companionship of Works Association (COWA) to take over management of the CVTS. In 2000, one of the Norwegian Women and Family Associations (NWF) members worked at the school on a voluntary basis and she connected the school to NWF. This was the beginning of a relationship between COWA and

<sup>84</sup> This case study has been prepared by Elizabeth Bamwine, Uganda Country Coordinator and Julian Mwine, Research Assistant. The team wishes to thank the following for assistance without which our task would not have been possible to complete; Mrs. Francesca Romana Bilak, Principal, COWA-CVTS and Mr. James Ogwang, Programme Officer, UGAPRIVI.



NWF/FOKUS that resulted in the project in 2001. When Father Collin founded the school in 1992 the AIDS pandemic was at its peak in Uganda and there were many AIDS orphans. When COWA took over the school and established a funding relationship with NWF, the school began admitting girls from poor socio-economic backgrounds, most of them living in and around Kampala.

Established in 1988, COWA is an umbrella organisation and a member of the NGO Forum in Uganda. Its mission is stated as the “Promotion of human values through vocational education and training to the marginalized members of the society”. COWA runs two vocational training institutions: COWA Vocational Training Centre for boys (CVTC) and the Centenary Vocational Training School for girls (CVTS). A COWA management team comprises managers of the various programmes and the CVTS Principal. This case study is of the Centenary Vocational Training School for girls (CVTS).

As stated in its 2002 Annual Report, the mission of CVTS is to “ensure an integral development of the human person through education and vocational training to the less advantaged girl children in Uganda.” The school offers two-year courses in tailoring and catering and graduates are accredited with the Uganda Intermediate Certificate in Craftsmanship. The certificate – awarded by the Directorate of Industrial Training (DIT) under the Ministry of Education and Sports – is given to trainees of private institutions. The students receive training in entrepreneurial skills that can help them set up their own businesses, and also in life skills such as awareness raising on legal and human rights, HIV/AIDS, gender, environment, and occupational safety and health.

CVTS currently has 146 students and 20 employees. Since the students are from poor families, school fees are minimal and the CVTS is dependent on outside funding to run its programmes. The school has developed a streamlined budget and accounting structure which is approved by a Board of Directors. The budget is developed with the contributions from every department and in the interests of transparency, two members of the Board of Director are signatories to the accounts with the Principal as the main signatory for ease of operation.

The project operates within the Government of Uganda policy framework for children's rights, especially the Uganda Children's Statute of 1996 and the Uganda National Plan of Action for Children (UNPAC), both of which outline parameters for the rights, care and promotion of children. The Uganda Children's Statute was enacted to support the global goals and objectives of the UN Convention for the Rights of the Child. There is also a policy on Orphans and Vulnerable Children, which directs and provides guidance to institutions such as CVTS.

The school was founded with the objective of offering girls who were HIV/AIDS orphans a chance to acquire vocational skills that would empower them with a means to earning a living. Around the time CVTS was started, the AIDS pandemic was at its peak and this had led to a large number of AIDS orphans (the UNICEF/UNAIDS, Report on Global HIV/AIDS Pandemic of June 2000 put the figure at 1.7 million), the most vulnerable of whom were girls. Furthermore, given the cultural

attitude towards the education of children, many poor families prefer to educate the male children considering this a “better investment”, as there is a general belief that girls will marry and be taken care of by their husbands. Therefore, fewer girls enrol in secondary schools and the dropout rate higher than for boys. When COWA took over management of the school in 1998 it decided to admit other disadvantaged girls than AIDS orphans too, because it felt they also needed the same kind of empowerment. However due to limited funding the school was unable to offer the kind of training it would have wanted to. This is the situation that was prevailing when a member of NWF volunteered at the school. She saw that the school was doing good work but was limited by insufficient funding, staff and material. She encouraged COWA to submit a proposal to NWF, which was reviewed and accepted for funding by Norad.

When the project begun, CVTS was not yet registered with the Ministry of Education and Sports and lacked the accreditation for recognition of the certificates awarded to graduates. CVTS was registered with Ministry of Education and Sports in 2004, which raised the school's profile. In 2008, the government passed the Business Technical Vocational Education Training Act, which gave vocational training a higher profile in society. Such training is now considered a priority in the education sector for its potential to contribute to national development through provision of skilled labour. The school received support from the Catholic Diocese of Kampala, which donated land and buildings for the school. This support from the Catholic Church helped the school's image in the eyes of the public and this has contributed to the respect and good will it enjoys in the community.

### **13.2 Managing for Results**

Though no baseline study was conducted before the project was approved by the NWF, the work the school was doing and the affordable practical education it was offering disadvantaged girls in the community was clear, as was the need for the school's services. These factors, when presented to the NWF, made a compelling case for project funding.

COWA-CVTS has a clear planning process where the key results are formulated with appropriate targets and indicators that logically link to the project inputs. The vocational training school programmes aim to empower poor and vulnerable girls by training them in practical vocational skills to help them improve their socio-economic status and become self-reliant. The key results are:

- students acquire practical vocational skills in tailoring, catering and information and communication technologies; and
- CVTS graduates are gainfully employed or are self-employed.

These results are included in all plans that CVTS submits. Indicators are easy to verify, since they are mostly about numbers of trainees. There are also qualitative indicators for the various empowerment activities, including sensitisation on human/legal rights of the girls in the school which, although difficult to verify are a necessary part of the planning.

CVTS has a good system to monitor students (during and after their courses) and school activities. Findings from the monitoring exercises are used in subsequent planning. The school regularly conducts tracer studies to identify those girls who are employed in relevant fields, those who are employed outside the areas their areas of study and those who are unemployed (see Tracer Study Analysis 2004 – 2007). From such studies and analyses the school is able to revisit its plans and deal with any training gaps. The study revealed that 20% of the girls traced were unemployed – a percentage that was considered too high – which led the school administration to draw up an action plan that included making the courses more relevant and counselling the girls before they enrolled to ensure that they chose appropriate courses. CVTS is also reviewed and evaluated regularly and it endeavours to act upon the recommendations in the reviews. The 2005 review of NWF project support to CVTS recommended (among other things) that the school increase its income generating activities as a means of ensuring sustainability. In response to this, the school improved its outside catering business and introduced courses in basic computer training for youth in the community.

NWF is active in monitoring the project directly by members visiting the school annually to review progress made during the year. They meet with the Board of Directors of the school and help map out future actions. The NWF review team also meets with former students who are employed in different capacities or those who have started their own businesses. This direct interaction with the project helps NWF know exactly how the funds given are utilised and it also helps create a more in-depth understanding of the context within which the project operates. Given that reports sent to Norway focus primarily on quantitative data, the field visits present a more human dimension of the projects.

While the school monitoring system works well for learning and planning purposes, it tends to be based heavily on quantitative methods (e.g., numbers of students enrolled, number of graduates). Qualitative indicators, especially those to do with attitude change and empowerment, are not sufficiently monitored. We therefore recommend that qualitative indicators are defined and monitored using tools such as testimonies, documentation and measuring changes in income and responsibilities. This would capture the empowerment effects of the project.

CVTS used to have its own reporting formats but has since adopted Norad formats in order to comply with the administrative requirements of the funding relationship with NWF. The use of these formats has steered the school/project management towards results-based management with mostly positive results. According to the school's principal, Mrs. Francesca Bilak, the introduction of Norad reporting and application formats has greatly eased the management of the project because they offer clearer structure and a means of continuously monitoring the extent to which the project is achieving its results. The annual/multi-year application forms and progress reports sent to NWF emphasise the presentation of project information that relates to the previous, current and planned achievement of results. This has resulted in a focus on achievement of planned results rather on planned activities.

The Principal of CVTS noted that the school is largely cost effective and this view is shared by the evaluation team. It should be noted that, while funding from Norway covers the basic running costs, the school has no reserve funding. In addition, the fact funds are not disbursed at the beginning of the calendar year presents hardships for the school administration during the first months of the year.

### **13.3 Project Approach**

*Cooperation:* NWFs decision to fund the CVTS was based on the fact that the school's mission and activities were coherent with the strategy and mission of the NWF, which involves strengthening the capacity of its sister organisations and improving the lives of women and children. The role of the NWF is primarily to provide funding and to offer advice on project management. Such support has helped to professionalise the school's management style.

*Strengthening Civil Society:* COWA is involved with other civil society organisations and networks whose activities are oriented towards poverty alleviation focussing on the marginalised groups in the society. Such organisations include the Uganda Association of Private Vocational Institutions (UGAPRIVI) for provision of quality training to students; The International Federation of Women Lawyers (FIDA Uganda) for legal rights awareness raising; InWent (a German capacity building organisations) through UGAPRIVI; and Meeting Point International and Nsambya Home Care Unit for HIV/AIDS for HIV/AIDS awareness raising. COWA also has good working relations with other FOKUS/NWF-supported organisations in Uganda such as Isis Women's International Cross Cultural Exchange (Isis WICCE), which has worked with COWA to raise awareness about violence against women. The Staff of Isis WICCE conducted a workshop on their work and at the same time, COWA-CVTS has shared with the organisation about their work as well. COWA-CVTS is also a member of the East African Program for the Empowerment of Grassroots Women (Kenya and Uganda). COWA also has a strong bond with the Catholic Diocese of Kampala with which it has been involved in various community programmes.

Though COWA is not very active in strengthening civil society (in the strictest sense of the term) it has increased its involvement with other civil society actors ever since it entered into partnership with NWF. The training CVTS offers its students and staff have led to a more informed and empowered community in and around the school. The interactions with civil society actors have enabled COWA-CVTS to play a role, albeit a limited one, in strengthening civil society.

*Capacity Building:* COWA's relationship with NWF began in 2001 and over the years there has been a lot to share and learn between the two organisations. NWF members carry out annual project monitoring visits during which the project has had the opportunity to learn about project management in relation to Norad policy. NWF introduced COWA-CVTS to other projects they support and this has resulted in cross-organisation learning. In addition to advice in project management, NWF offers COWA-CVTS the following in terms of learning and capacity building: organisational development and technical skills; providing qualified discussions regarding aspects of project implementation; training seminars in project management and special topics, like HIV/AIDS; South-south cooperation between projects through

program building; contribution to members' solidarity and project ownership and exchange of ideas, knowledge and experience.

*Target groups:* The COWA primary target group is disadvantaged girls who for various reasons cannot access affordable education and have little in the way of skills to help them make a living. Initially the school admitted only girls orphaned by HIV/AIDS but it has since started accepting other disadvantaged girls. These are mostly girls who are not able to proceed beyond primary school or who drop out in the middle of their secondary education. The school authorities go to great lengths to ensure that the girls they admit are, in fact, from families who could not otherwise afford to send their girls to school (there have been attempts by others to take advantage of the low school fees). The school would wish to admit more girls but unfortunately the infrastructure is limited and there is no room for expansion.

Though the girls are the main target group the project also aims to sensitise their parents and the community at large on different issues relating to children such as HIV/AIDS, children's legal rights, and accepting the value of educating children.

*Participation:* While students are encouraged to give their opinions and suggestions as to what they would want done or changed, they are not really involved in project implementation. The parents and guardians participate in school management through regular Parent/Guardian-Teacher meetings. The school also involves parents when assessing new students or following up students who have dropped out of school.

#### **13.4 Achievement of Results**

Given CVTS's main objectives of providing trainees with market oriented technical vocational skills in tailoring and catering and enabling them to start and manage their own income-generating activities after completion of the course, it is clear that the project has been a success. The school has given hundreds of girl's vocational training and, according to tracer studies, most of the girls trained have found gainful employment and/or have set up their own businesses. Amongst school alumni, 68% of the 2008-2009 graduates have jobs or are self-employed (COWA-CVTS Progress Report to NWF/Norad, January-July 2010).

The school has modified the content of its courses over the years to make them more relevant to the job market and has incorporated entrepreneurship skills training into the curriculum in order to provide trainees with skills to start their own businesses. The school has cultivated relationships with industries, hotels and other businesses that offer the students industrial training that helps them get experience before they go out into the world to find employment or start their own businesses. Following recommendations from tutors, promising graduates are given some help to enable them start up a small business (e.g. promising tailoring graduates are given a sewing machine and some rolls of cloth after graduation). When these aspects of CVTS planning are put together it becomes clear that the school has achieved the above results through clear planning over a period of years.

The girls at the school have been trained on, *inter alia*, HIV/AIDS, legal/human rights, and environmental protection. The perception is that this training and sensitisation has further empowered the girls and given them self esteem and confidence. According to the Principal and to reports, some of the girls have been able to prevent their land from being grabbed by greedy relatives after the death of their parents because they knew their rights and knew what authorities would help them. Examples like this show that not only are the girls getting practical training, they are also getting life skills that will help them adjust to life on their own. It is important to note that many of these girls have suffered due to the adverse circumstances in their lives and many have to live with the consequences and stigma of losing their parents to AIDS. Such circumstances have, in many cases, led to a problem of low self-esteem among girls.

The project has also had some unexpected results as a result of its various plans and activities. The school's work has come into the limelight within the education sector in Uganda, and especially within the Business Technical Vocational Education and Training sub-sector. It has been recognised by the Ministry of Education Business Technical Vocational Education and Training Sub-sector as a prominent vocational school that provides an essential service to the community and to the country at large. Though this might not mean much at the moment, it is a positive development that will prove important as CVTS looks for alternative funding partners.

However, partly because the school has managed to run the project well, some parents/guardians have failed to meet their responsibilities to contribute towards the school. Some of the parents have been defaulting on paying fees and other small contributions since girls are hardly ever expelled for non-payment of fees. Despite these problems, the school continues to provide quality training for its students.

### **13.5 Overall Conclusions and Recommendations**

COWA-CVTS has made a difference in the lives of hundreds of girls who have acquired vocational training that has enabled them earn a living. The project was founded on a simple principle of helping disadvantaged girls to improve their lives through vocational training and this has remained the main objective of the school.

A relationship based on mutual respect and real partnership between NWF and COWA has also been an important factor in the success of the school and staff of both organisations have benefited organisationally and personally. The funding from FOKUS/NWF has enabled the school to achieve more than it was able to achieve before the funding. This has also created uncertainty as to how the school will continue to function when the funding ceases in 2011.

Given the nature of the target population the school cannot survive by increasing school fees and there is no land for expansion to accommodate more students. The

school will therefore have to seek other donors or ask for another year of NWF funding while it prepares for a future without outside funding. Though the school is trying to find ways of becoming financially self-sustaining (e.g. setting up a commercial production unit and increasing the size of its outside catering business), there is still a long way to go before it becomes financially sustainable.

### **13.6 References**

UNICEF/UNAIDS, Report on Global HIV/AIDS Pandemic of June 2000.  
Tracer Study Analysis 2004 – 2007.  
The 2005 review of NWF project support to CVTS.  
COWA-CVTS Progress Report to NWF/Norad, January-July 2010.

## 14 RB/ECDE Education

### Save the Children Norway – Save the Children in Uganda: Early Childhood Development and Education<sup>85</sup>

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context. A second objective of the evaluation is to contribute to learning, and it is hoped that this case study may contribute to discussions among the stakeholders regarding the progress of this project.

The team conducted a document review and interviewed key informants in both Save the Children Norway (SCN) and Save the Children in Uganda (SCiU). We also visited project implementation sites in Karamoja. In addition to project staff we met with Romano Kapel, Senior Education Officer, Kotido and Angelo Lowari, District Inspector of Schools, Kotido District. Due to time limitations the team was only able to visit and interact with the caregivers and children at two ECDE centres (both in Kotido). This report is based on the conditions at these two centres.

#### 14.1 Background

<b>Geographic Area</b>	Karamoja Region (North Eastern Uganda)
<b>Target Group Size</b>	20,000
<b>Years of Operation</b>	2004 – 2010
<b>Financial Input Per Year</b>	2006: NOK 225 000 2007: NOK 225 000 2008: NOK 225 000
<b>Route of Financial Support from MFA/Norad to the Final Recipient</b>	Norad – Save the Children Norway – Save the Children in Uganda – District Local Governments
<b>Description</b>	Early childhood development and education programme with interventions ranging from provision of supplies to training caregivers and motivating parents to engage with the schools.

The ECDE project was conceived as a component of the Alternative Basic Education for Karamoja (ABEK). ABEK is a non-formal basic education programme started in 1998 to provide opportunities for children ages 6 to 18 in pastoral communities of Karamoja to access basic education. The programme was tailored to suit the circumstances and lifestyles of a pastoral community such as Karamoja. However, ABEK reviews had highlighted the detriment to learning faced by children, especially

<sup>85</sup> This case study has been prepared by Elizabeth Bamwine, Country Coordinator Uganda, and Julian Mwine, Research Assistant. The team wishes to thank the following for assistance in completing our work: Peter Nkhonjera, Country Director, SCiU; Monica Zikusooka, Design and Evaluation Officer, SCiU; Luc F.E. Vanhoorix, Programme Development Assistant Director, SCiU; Michael Mudeng, SCiU Kotido Field office; Farouk Semwanga, Project Coordinator, Education, Karamoja SCiU; and Angelo Lowari, District Inspector of Schools, Kotido District.



girls, who had responsibility for caring for their underage (0-5 years) siblings and had to bring them to school, disrupting the lessons. Against this background, Save the Children in Uganda and the Bernard Van Leer Foundation commissioned a baseline study in 2003 to assess the state of early childhood development in Karamoja and possible interventions based on traditional approaches of the local communities.<sup>86</sup> The findings of that study formed the basis of the ECDE pilot programme in Karamoja.

The study highlighted the low level of economic, social and political development indicators in the Karamoja sub-region relative to the rest of the country. The quality of life, especially among rural children, is extremely poor. Most children are mal-nourished, do not go to school and have no access to health care. Among girls, early pregnancies and early marriages are prevalent resulting in very high mortality rates. Life expectancy at birth is much lower in Karamoja, especially among females, than in the rest of Uganda. The common practice of raiding and cattle rustling, the major cause of insecurity in Karamoja, often results in death of parents and increases impoverishment and food insecurity within the household. This greatly impairs the children's protection, health, nutrition, interaction, stimulation and opportunities for learning.

The ECDE project is being implemented among selected communities in Karamoja in the districts of Kaabong, Kotido, Moroto and Nakapiripirit. Currently there are 100 ECDE operational centres, with trained caregivers giving support and teaching the children. The ECDE centres are located near ABEK centres to foster transition and ensure that girls who come with young siblings to the ABEK learning centres have time to study.

The ECDE programme adopts an integrated approach to early childhood development and education. This involves strengthening bonds between parents and children and evaluating the effectiveness of institutions and childcare services for young children in Karamoja. The project targets children 2 – 5 years old from Karamoja's pastoral communities with a focus on physical, cognitive and psychological maturation characteristics, and the extent of stimulation deficiency, in relation to the age of children. The project concept is built on indigenous traditional child rearing practices with integrated services and an inbuilt framework of child participation. The programme also includes health and nutrition education, provision of food supplements, immunisation, and growth monitoring, deworming of children and vitamin A supplementation.

Though the ECDE project is funded (in part) and overseen by SCiU, it is the respective District Local Governments that coordinate the implementation of ECDE activities. The Ministry of Health provides immunisation and basic health care for the children. The ECDE centres use curricula developed by the National Curriculum Development Centre and Kyambogo University.

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<sup>86</sup> SCiU, 2003.

The young children in the learning centres typically suffer from preventable diseases such as worm infestations, malaria, skin diseases, eye infections, diarrhoea, measles, respiratory infections and malnourishment caused by poor diet. Poor sanitation in the homesteads leads to poor personal hygiene. Many children have scabies, and in some places, serious eye infections and thus disease is one major cause of malnutrition in Karamoja. These issues are addressed as part of the integrated ECDE intervention.

While the Ministry of Education and Sports (MoES) does not establish or manage ECDE programmes, it sets in place a framework that guides the operations of organisations that establish ECDE programmes (private sector, NGOs, local communities etc.). In the case of the SCiU ECDE programme, implementation is done through a District Implementation Team, which coordinates efforts from various departments, especially education and health. This means the project is integrated into local government activities and programmes. The ECDE programme also uses existing ABEK community structures such as the Village ABEK Committees and Sub-county ABEK Committees that coordinate community involvement and contribution.

## **14.2 Managing for Results**

The ECDE programme is community needs driven and has been designed to complement and strengthen the ABEK programme. It provides an opportunity to improve childcare in Karamoja and is part of the process of providing quality basic education to children in pastoral communities of Karamoja, taking into account their health care, nutrition, and early stimulation of cognitive development.

The ECDE project was designed to have the following key results: children between ages 2-5 are enrolled and regularly participate in ECD activities; ECDE centres are supervised and monitored; caregivers are recruited, trained, deployed and facilitated; linkages are initiated and developed with local available community health and agricultural staff to supplement ECDE centre activities; and government is involved in formulating policies that enhance child care provisions.

The project design includes appropriate indicators for all objectives. The expected results as presented in the log frames are a logical continuation from the inputs and there is a clearly presented risk analysis in the project documentation. The plans are well developed but implementation is also flexible to allow for unexpected events such as upsurges in insecurity and prolonged drought. The project is internally coherent however some of the locals have the view that the project is about food provision and nothing else.

Monitoring is an integral part of the project at all levels, from the head office to the field stations and the local government, through reports submitted or received by the different stakeholders (e.g., quarterly reports, field visit reports). The results of the monitoring reports form the basis for subsequent planning. By sharing lessons from the evaluations SCiU keeps improving the monitoring systems.

Reporting on project progress is carried out by the implementing partners in line with SCiU reporting formats. The information gathered from these reports is then integrated into the field office reporting formats and the donor formats as per SCiU reporting requirements. The ECDE project makes use of existing frameworks integrated from ABEK.

The overall project management is geared towards Results Based Management, with clear application and reporting formats. The project has log frames with objectives that have appropriate indicators with some realistic targets. However, the indicators are mostly qualitative rather than quantitative. The performance progress on these indicators is tracked through regular reporting at the district implementation level to the SCiU field offices. SCiU field staff and local government staff develop work plans together and this directs the general implementation. The outcomes in the reports are reviewed at annual meetings where subsequent action plans are developed in line with the recommendations that arise.

SCiU/ECDE use Save the Children Norway's reporting formats in order to comply with the administrative requirements of the funding relationship with SCN, which have steered the project management towards Results Based Management. The reporting and application formats have greatly eased the management of the project because they offer clearer structure and a means of continuously monitoring the extent to which the project is achieving its results. The annual application forms and progress reports sent to SCN put emphasis on the presentation of project information that relates to the previous, current and planned achievement of results. This means that, rather than concentrating on planned activities, project implementation continuously assesses how activities and inputs are geared towards the attainment of planned results.

SCiU might consider delegating some simpler, non-technical monitoring roles to the community representatives because it appears that the project monitoring staff cannot do their job very effectively due to the many centres and the large area they need to cover.

### **14.3 Project Approach**

*Cooperation:* SCiU is part of the Save the Children Federation and as such cooperation with SCN was a logical choice. Within the Save the Children Federation, supporting members are subdivided into lead members and participating members. SCN is the lead member in Uganda and SCiU depends on SCN for both project and core funding. SCiU develops its own strategies (with input from SCN), taking into account Uganda's local context.

*Strengthening Civil Society:* SCiU works with NGO networks and CBOs as strategic partners and thus the organisations and networks benefit from SCiU technical support. SCiU has also given high priority to training and capacity building of project participants, with the purpose of promoting participation and improving the learning and health of children. For instance sensitising and training the ABEK Committees and village and sub-country level and the community improves their potential to

contribute to the requirements of implementation and ensure that proper procedures are followed for achieving results.

*Capacity Building:* SCiU is supporting implementing districts to build capacity of community structures such as village, sub-county and district committees, to own and sustain ECDE initiatives. Furthermore, the project has invested in training different categories of stakeholders and service providers. It has developed standardized training modules and a core group of trainers who roll out training aimed to build capacity of stakeholders to address ECDE needs in their various communities. For example some of the illiterate caregivers have benefitted from some adult literacy initiatives that have helped them contribute better to the success of the project.

*Target Group:* The ECDE project aims to improve early childhood care, development and education of children between the ages of two and five among selected communities in the four districts of Karamoja where the project is being implemented. This target group is both excluded and vulnerable. The area is hard to reach which has led to its exclusion from central government service delivery. The area is also prone to ethnic conflicts and drought. These factors combined have left the people of Karamoja the poorest in Uganda, which increases their vulnerability.

Given the age of the primary target group, it is not possible to engage them in the implementation of the project. However their parents and other community members, who are a secondary target group, are used in project implementation through village committees and the selection of caregivers from the communities at the ECDE centres.

The communities were expected to contribute to the project, especially in terms of feeding, but they have not been able to give their contribution to the project and thus the project is almost totally dependent on SCiU project support. However there are some signs of community contribution including caregivers making the play materials and learning aids at the centres themselves.

*Participation:* Though the target group was not involved in the project design they contributed to the baseline study upon whose findings the project design was based. Since the project is based on the traditional childcare systems, local community input was required at the early stages of design. The community is involved in the implementation, especially at the centres, and in encouraging child participation. They also mobilise during activities such as immunisation.

*Cost Effectiveness:* Generally the project was considered cost effective within the limits and challenges in the context of its implementation. According to the Country Director of SCiU, the issue of cost effectiveness is regarded as an on-going process and not an easy process considering the conditions within which the project works.

*Conclusion:* ECDE integrates capacity building in its design and relies on existing structures and systems from ABEK and the communities' traditional practices to ensure success of implementation. The project has sensitised various target groups about the value of education and better hygienic and nutritional practices. The children are able to meet, play, learn and get nutritional supplements.

#### **14.4 Achievement of Results**

Around 12,000 children are enrolled and have access to programmes conducted at 100 ECDE centres in the four districts. The children interact, play and socialize at the centres and benefit from supplementary feeding, health care components and protection offered by the caregivers. The parents voluntarily send their children to the ECDE centres, help monitor them while they play and also support the caregivers to look after the children. Some centres have been constructed using locally available materials and the communities continue to upgrade them. This has provided children with a protective and child-friendly environment.

The children, supported by caregivers and elders, carry out meaningful child development activities through singing and dancing, basic literacy and numeracy activities. A strong bond between the children and their caregivers has been created through storytelling. The increased early stimulation of children has motivated more parents to send their children to the ECDE centres. The caregivers, some parents and elders equally take time to support and guide children, especially 3 – 5 year olds, to make different local play materials modelling what they see in their environment like cows, pots and human beings.

The health status of children at the centres has improved as a result of activities conducted by the health outreach team. Since the project began, the hygiene and sanitation in the centres and the community in general has improved, as has the nutrition and health status of children. More children are getting immunised around the ECDE centres. There is increased awareness on various health and prevention issues among the communities as their children are immunised, dewormed and receive vitamin A supplementation.

However, according to the 2007 – 2009 ECDE project document the number of ECDE centres by the end of 2009 should have been 136. So far there only 100 centres are functional, which means the project has fallen short achieving a major result. This has affected the number of children and communities that the project has been able to reach.

The achieved results should be seen in the light of the challenges facing the ECDE project:

- The climate of sporadic insecurity and drought leads to disruptions in the projects activities and makes it difficult for the communities to make the contributions to the project as expected.
- Lack of nearby water sources at some of the ECDE centres hinders implementation of activities and compromises the hygiene initiatives that are part of the project strategy.
- There are no (or inadequate) structures and sanitation facilities at some of the ECDE centres. This undermines the projects training and sensitisation in sanitation and hygiene.
- The level of illiteracy of caregivers limits their involvement in reading and writing exercises. The caregivers would like their remuneration to be provided in cash and not in kind (they have been receiving tokens of appreciation such as soap) yet the communities have no money to contribute.

- Inadequate budgets for items such as food, fuel and non-food items are far below the current market prices.

#### **14.5 Conclusions and Recommendations**

The Early Childhood Development and Education project has generally managed to adapt to the needs of early childhood development and has set a foundation for the development of informal education in Karamoja. The project has also set a foundation for transition to ABEK for many children and consequently has led to a change of community attitudes towards early childhood education. The health and nutrition component of the project has not only improved the health of the children but parents have learnt how to improve the sanitation and hygiene conditions in their environment, which has gone some way in improving the situation in the communities at large.

The ECDE design was geared towards encouraging project ownership in the communities by being built around traditional systems. This strategy will go some way in ensuring sustainability of the project. However, more can be done to further train and build the capacity of community members to take up more roles in the project implementation. Despite the positive attitude and goodwill towards the project, it will still be difficult for local communities to carry on some project activities after the funding period ends because they are poor and they can hardly fulfil the contributions to the project at present.

Moves have been made to lobby the district local governments to include ECDE activities and programmes in their plans and budgets. The response has so far been positive but the local governments are constrained by financial limitations.

##### **Recommendations:**

- The Village ABEK Committee and community members should be supported to put up latrines and urinals at the centres and teach the children good hygiene practices.
- The sub-county authorities should work with development partners to provide water to support communities and the centres.
- The caregivers should be encouraged to attend Functional Adult Literacy classes in the communities where they live. The community development office should be engaged to plan for this support.
- The caregivers should be supported through income-generating activities in order to increase household income and reduce food insecurity.
- There is a need to plan for continued funding for the activities and also solicit community contributions to the extent possible.

## 15 RB/Quality Education

### Save the Children Norway – Save the Children in Uganda: Quality Education Project<sup>87</sup>

The overall purpose of this evaluation is to inform the political debate in Norway concerning the effectiveness of channelling Norwegian government funds through NGOs. The purpose of this case study is therefore to inform the overall analysis, rather than to conduct an evaluation of this specific project. Findings, conclusions and recommendations are therefore not as solid as they would have been had a full evaluation been implemented. They should be interpreted in that context. A second objective of the evaluation is to contribute to learning, and it is hoped that this case study may contribute to discussions among the stakeholders regarding the progress of this project. The team has conducted a document review, interviewed key informants in both the Save the Children Norway (SCN) and the Save the Children in Uganda (SCiU). We have also visited project implementation sites in Moroto and Iganga. In addition to project staff we met with a number of stakeholders. It is important to note that visits to the two project sites were interfered with by a public holiday that was suddenly declared. The evaluation team was therefore not able to meet with the members of the local government in Moroto. This would have contributed to data collection, as the Moroto project is still active. In both Iganga and Moroto a school holiday prevented us from meeting with pupils in the project schools and the Core Primary Teacher Colleges. We were therefore not able to talk to many teachers and we did not talk to any students.

#### 15.1 Background

<b>Geographic Area</b>	Iganga, Moroto
<b>Target Group Size</b>	31,982 (primary)
<b>Years of Operation</b>	2005 – 2010
<b>Financial Input Per Year</b>	2009: NOK 1 227 000
<b>Route of Financial Support from MFA/Norad to the Final Recipient</b>	Norad – Save the Children Norway – Save the Children in Uganda – District Local Governments/ Core PTC
<b>Description</b>	Programme designed to improve the quality of education with interventions ranging from provision of supplies to training of teachers and engaging parents in school management and supervision

Save the Children in Uganda (SCiU) is a consolidation of programmes of Save the Children Norway (Managing Member), Save the Children Denmark, Save the Children Sweden and Save the Children UK. SCiU works for a Uganda where all children are respected, their rights fulfilled and their contributions acknowledged, ensuring a secure and enjoyable childhood that supports their development. SCiU works in two

<sup>87</sup> This case study has been prepared by Elizabeth Bamwine, Country Coordinator Uganda, and Julian Mwine, Research Assistant. The team wishes to thank the following for assistance in completing our work: Peter Nkhonjera, Country Director, SCiU; Monica Zikusooka, Design and Evaluation Officer, SCiU; Luc F.E. Vanhoorix, Programme Development Assistant Director, SCiU; Michael Mudeng, Team Leader QEP Kotido, SCiU; Farouk Semwanga, Project Coordinator, Education Karamoja, SCiU; Romano Kapel, Senior Education Officer, Kotido District; and Angelo Lowari, District Inspector of Schools, Kotido District.

main sectors: (1) education and child protection (with supporting themes of HIV/AIDS and livelihoods); and (2) child participation. The education sector is mandated to ensure that all boys and girls in Uganda freely access quality basic education in a safe, protective and child-friendly environment. The Quality Education Project (QEP) is an effort by SCiU to complement government policies and programmes to provide a conducive and protective environment, increase access to basic education for all and improve quality, retention and performance in primary education.

In Uganda, a combination of negative factors has led to a gradual deterioration of the education sector. These include political turmoil, economic mismanagement leading to worsening of social and economic conditions, weak administrative and management support structures and low priority accorded to the education sector in the allocation of resources in the state budget. The sector was beset by high student-teacher ratio, poor remuneration working conditions that have led to low morale among the teachers and thus lowered the quality of education. Furthermore, limited access, low pupil retention, irregular attendance and high dropout rates (especially for girls) were also results of the situation. An extra burden was added with the introduction of the Government's Universal Primary Education programme, which led to a significant increase in the number of children enrolling in primary schools without any corresponding increase in the facilities and staff.

In this context, Save the Children in Uganda (SCiU), in partnership with the Ministry of Education and Sports and Kyambogo University, conducted a baseline study on the quality of primary education in the districts of Lira, Moroto and Iganga. The findings which the study formed the basis of the Quality of Education Project (QEP) which was designed to improve the quality of teaching and learning in those primary schools in the pilot districts.

QEP started in 2005 as a pilot in four districts (Moroto, Iganga, Lira and Apac). The evaluation team visited the Iganga and Moroto sites. The project was undertaken with the objectives of enhancing teachers' performance, enhancing pupils' participation and performance, and improving effective school leadership as a major factor in the project implementation and school performance. While the Iganga and Moroto project sites were to be closed in 2008, only Iganga was closed. Due to drought and insecurity in the Karamoja region, activities in Moroto district could not be completed and the project was extended.

The QEP is in line with the government's policy in support of the Millennium Development Goal of achieving universal primary education by 2015. The government's policy aims to do this by improving the quality of basic education, expanding access to education, improving child safety and protection, and reducing the hidden costs of education. The project is well aligned with the government's strategies and priorities such as free primary education for all through the Universal Primary Education programme, the Teacher Development and Management System, and the use of local government structures, especially in the education department.

The project works with local government at all levels (planning, monitoring and reporting), and with the community. QEP is implemented by SCiU in collaboration with



District Local Governments as the main implementer. It is implemented through an earlier established Teacher Development Management System network, which has at its centre Core Primary Teacher Colleges (CPTCs) responsible for a number of Outreach Schools, among which are Coordinating Centre Schools from where the other outreach schools are served and monitored. QEP interventions aim to:

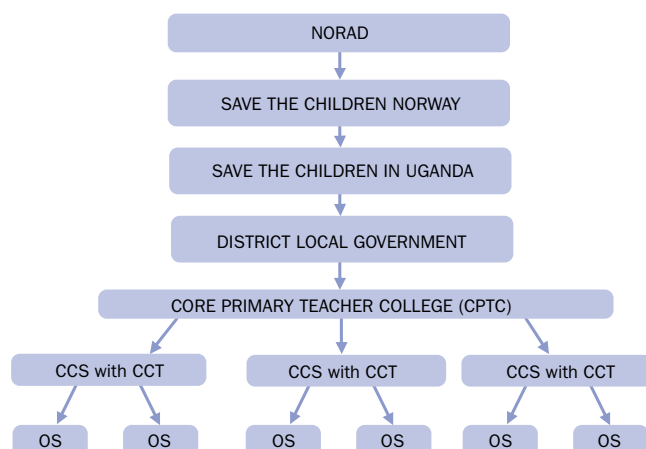
- Improve the administration and management of schools with a view to improving internal efficiency and support for teachers who must cope with a huge workload and to creating a conducive environment for teaching and learning;
- Train teachers in contemporary teaching and education management techniques to enable them to enhance their effectiveness and efficiency and also to introduce them to more child-friendly teaching methods;
- Sensitize parents and communities on the value of children's education and on how to cooperate with teachers to ensure quality education. Sensitizing the parents makes them more willing to meet their obligations of contributing materials to the school and offering other non-financial support;
- Influence the attitudes of pupils towards education and learning by encouraging them to participate more in school activities and in taking care of their school environment. The pupils' participation increases their interest in the school and learning because they feel they are listened to and understood; and
- Improve the general learning and teaching environments in schools.

## **15.2 Managing for Results**

The project was strategically designed to build capacity of management systems of the stakeholders to plan, implement, monitor and evaluate in order to achieve quality education as a key result. Within this strategy the project works with the community to establish School Management Committees (SMC) and Parent Teacher Associations (PTA). The members of these two groups are trained so that they can participate in the development of work plans and in monitoring project implementation. The Core PTCs are responsible for: *i)* Lobbying government and development partners to increase resources for education activities in the district/s; *ii)* Ensuring that project funds are used only for project activities, conducted in a timely transparent and accountable manner, and in accordance with the Project Document; *iii)* Ensuring that project activities are carried out in conformity with national laws and regulations; *iv)* Participating in reviews and monitoring activities to assess the project implementation; and *v)* Submitting a status report four times a year (quarterly report) by the last week of each quarter.

The diagram below represents the spread of the implementation path by the different stakeholders. The CPTC has Coordinating Centre Schools (CCS) each with a Coordinating Centre Tutor (CCT). The CCT is responsible for overseeing the activities in a cluster of schools called Outreach Schools (OS). The coordinators ensure that the funds are effectively used and that the target group is reached. The CCT is also responsible for monitoring and evaluation and for coordinating refresher courses for teachers in the outreach schools. The Deputy Principal-Outreach at the Primary Teachers College (PTC) is in charge of coordinating the outreach schools. At each Outreach School there is a School Management Committee (SMC) and a Parent Teachers Association (PTA) who coordinate community participation.

**Figure 15.1: The implementation path by the different stakeholders in the Quality Education Project.**



The various levels of involvement increase participation and empowerment and this in turn increases impact. Such a participatory approach to implementation does, however, have its challenges. One of the challenges is to resolve differences in the programming systems between the local government and SCiU. For instance, the local government may have different priorities for funding and budgeting principals sometimes do not coincide creating delays in implementation. At other times the local government could be involved in other central government exercises or when the Chief Administrative Officer is transferred there is a gap as a new one comes in and gets oriented. Government procurement systems are also very bureaucratic and delays in disbursement funds sometimes result in inflationary losses.

Monitoring is an integral part of the project at all levels, from the development of work plans through the joint planning with the local government, the Core PTCs, the centre schools and through reports submitted or received by stakeholders. The centre coordinating tutor and the deputy Principal of the Primary Teachers College spearhead the monitoring. The monitoring framework is not limited to the children only; it covers the entire intervention and results of the monitoring reports form the basis for subsequent planning meetings and initiation of other activities. The monitoring structure is good but it appears that the monitoring staff is stretched thin, especially in Karamoja, and that they have difficulties covering all the schools. The project should consider increasing monitoring staff or setting up complementary means of supervision and monitoring that utilise the school administration.

The overall project management is geared towards Results Based Management (RBM), with clear application and reporting formats. At the institutional level, the project has log frames with objectives that have appropriate indicators with some realistic targets. However, the indicators are, with few exceptions, qualitative rather than quantitative, as illustrated by the following objectives

- Increase opportunities for children to access and complete primary education and transition to post primary schooling especially among girls in the target communities;

- Support education authorities, schools and communities to improve the teaching-learning processes and learning environments;
- Mobilise communities through education to ensure protection of children in and out of school from abuse, neglect and exploitation; and
- Lobby government and development partners to increase resources for education activities in the district(s). (Project Document 2009)

The performance progress on these indicators is tracked through monthly reports at the CPTC level that are compiled into quarterly reports and submitted to SCiU. SCiU field staff, local government staff, and staff of the CPTC develop work plans together and this directs the general implementation. The outcomes in the reports are reviewed at annual meetings where subsequent action plans are developed in line with the recommendations that arise.

QEP uses Norad reporting formats in order to comply with the administrative requirements of the funding relationship with SCN, which have steered the project management towards RBM with positive results. The Norad reporting and application formats have greatly eased the management of the project because they offer clearer structure and a means of continuously monitoring the extent to which the project is achieving its results. The annual application forms and progress reports sent to SCN put emphasis on the presentation of project information that relates to the previous, current and planned achievement of results. This means that rather than concentrating on planned *activities*, project implementation continuously assesses how activities and inputs are geared towards the attainment of planned *results*.

During the discussions and review of documents, there was evidence that the methodology of child-to-child and child-to-parent involvement in the extracurricular tasks and activities had paid off. The results of the sensitisation campaigns and the increased awareness in the communities meeting their share of the contributions to the project were testified to by the Chairman of the SMC and PTA. Apart from producing the intended results, it has also increased the ownership of the intervention by the community. This is evidenced in the number of schools that have adapted the model without necessarily being supported by SCiU.

The training and involvement of stakeholders has supported project implementers to improve their skills for the delivery of quality service. From the various interviews and discussions, it was reported that negative attitudes towards the value of education are fading away.

The project might consider a way of decentralising the monitoring roles further because in discussions with the CCTs it became apparent that the monitoring function is in the hands of very few people at the CPTC and they have multiple roles to juggle outside QEP, which include the regular CPTC roles and Ministry of Education and Sports required roles.

### 15.3 Project Approach

*Cooperation:* SCiU is part of the Save the Children Federation and as such cooperation with SCN was a logical. Within the Save the Children Federation, supporting members are subdivided into lead members and participating members. SCN is the lead member in Uganda and SCiU depends on SCN for both project and core funding. SCiU develops its own strategies (with input from SCN), taking into account Uganda's local context.

*Strengthening Civil Society:* SCiU works with NGO networks and community-based organisations as strategic partners and thus the organisations and networks benefit from SCiU technical support. SCiU has also given high priority to training and capacity building of project participants, with the purpose of promoting empowerment, participation, increasing rights-based knowledge and building self-esteem for children as its direct target group. For instance sensitizing and training the SMCs, PTAs and the community improves their potential to contribute to the requirements of implementation and ensure that proper procedures are followed for achieving results.

Through the training, participatory planning and participation in review meetings, the key stakeholders (teachers, the community and PTAs and SMCs) are empowered to mobilise, carry out sensitisation on the value of education, and monitor the delivery of quality education. The SMCs help in resource mobilisation and security and conflict resolution and the PTAs supervise school enrolment and attendance.

Parents have been empowered to take up their roles and responsibilities for their children's education while, at the same time, children are taking up leadership roles through their participation in extra curricula activities at school. Through participation in the project, stakeholders have contributed to their obligations and have been able to demand for their rights, thus the project has strengthened the civil society.

*Capacity Building:* QEP involves teacher training and support coupled with capacity building of school management structures and some infrastructure support for the schools under the project. The project is primarily geared towards improving the quality of teacher training, increasing enrolment in primary schools and increasing child and parent/community participation in the improvement of the education of the children. By SCiU initiating an intervention and its funding and ensuring that the stakeholders are given skills to enable them to track the performance of the project, it has built the capacity of its partners.

*Target Group:* The primary target group comprises the 31,982 school children in 40 selected schools in the Iganga, Moroto (and Kotido) districts. However, the intervention indirectly impacts on a secondary target group that includes district and local authorities, pre-service students in the CPTC, staff of the CPTC, staff of the coordinating centre and the QEP schools, families and the community in general.

*Participation:* The project uses a networking strategy to address some of the implementation issues to achieve greater impact. SCiU works with strategic partners that include the Ministry of Education and Sports, the National Curriculum

Development Centre, Kyambogo University, the Uganda National Examinations Board and district local governments. At the project level SCiU works with the local government and the Core PTC as the direct implementing partners. The various stakeholders work together to plan for action, to monitor and track progress, to report on status performance against the set targets and indicators, and to review, reflect and learn from the results. Other collaborating stakeholders include the Police Child Protection Unit and the Welfare department, the different levels of the Local Councils and other community structures.

QEP integrates capacity building in its design and relies on using existing institutions and local community structures to ensure success of implementation. The project has sensitised various target groups and communities about the value of education and the rights of children in the community. The children have also been made aware of their rights and have been encouraged to participate in school and community activities. These efforts have set the ground for stronger civil society in the communities in which QEP is involved.

#### **15.4 Achievement of Results**

As stated earlier, most of the indicators of the QEP project are qualitative and therefore there is a thin line between the measure for outputs and outcomes. The key factor for the success of the project lies in the dialogue SCiU has with the implementing partners and all stakeholders.

The project has two levels of objectives that complement each other: at SCiU intervention level and at the Core PTCs level. Therefore the overall achievement of results is also at the two levels. For this report both levels have been reviewed.

The Broad Objectives are to: *i)* Establish and support institutional capacity for project co-ordination, implementation, monitoring and evaluation by key stakeholders; *ii)* Enhance and support the process of improving school infrastructure and learning environment to make it conducive for teaching and learning; *iii)* Build and strengthen the capacity of implementing partners to make the education system more responsive to the needs of learners; *iv)* Conduct research to enrich instructional materials, pedagogy and various areas of school curricula with the aim of influencing education policy towards promoting rights based quality education in Uganda; and *v)* Strengthen the capacity of local authorities, school management and communities to cope with challenges imposed by HIV/AIDS in education system and communities.

The Specific Objectives (Project Documents 2008 and 2009) are: *i)* Increased opportunities for children in the project districts to access, be retained and complete Primary education and transition to post primary schooling especially among girls in the target communities; *ii)* Educational authorities, schools and communities supported to improve the teaching-learning process and learning environment; *iii)* Communities in the project area mobilized through education to ensure protection from neglect abuse and exploitation of children; and *iv)* Government and development partners to increase resources for education activities in the districts covered by the project.

From 2005 to date, QEP has largely achieved its intended results. It has also had an impact on other schools that were not part of the project and in other areas affecting primary education beyond its initial planned scope. As stated by Lucia Kimono, Centre Coordinating Tutor at Cannon Ibula Primary school in Iganga: *“QEP might be over but QEP activities must still go on”*.

QEP has mobilized key stakeholders in education to reflect, plan and take action on how to improve the quality of the Universal Primary Education using QEP as a pilot project. Stakeholders include the Ministry of Education and Sports, the National Curriculum Development Centre, Kyambogo University, the Uganda National Examinations Board, the Directorate of Education Standards and other partners working in the education sector. Lessons learnt are gradually being introduced to improve practices in the non-QEP pilot schools, especially in the districts where QEP is being implemented.

Through the Core Primary Teachers' College outreach and pre-service programs, teachers graduating from these colleges have been exposed to QEP teacher training thematic areas. They have brought QEP practices to schools where they complete their teaching practice and they, in turn, influence non-QEP schools where they are posted after graduation.

Through QEP, SCiU has contributed towards improved learning environments by providing support resources for school activities and to the general welfare of children and teachers. Furthermore, QEP has through the training support, empowered stakeholders like local government officials to play their respective roles in the pilot and non-pilot schools. QEP funding has supplemented Universal Primary Education grants from the central government and enabled pilot schools to address other school improvement issues. As a result, QEP National Task Force members, District Education Officials, Sub-county Task Forces, and SMC and PTA members requested that QEP be scaled up to benefit more schools, which led to an increase in the number of QEP schools from 24 to 40 (20 in Iganga, 20 in Moroto and Kotido).

QEP has also empowered parents and communities for increased participation in activities to promote quality education. This was achieved by introducing the concept of quality education and forming and or reactivating school-level stakeholders including head teachers, deputy head teachers, senior men and women teachers, Sub-county Task Forces and SMC and PTA members to lead and participate in the implementation of QEP through direct training and peer learning exposure visits.

School-level stakeholders were trained on their respective roles and responsibilities, children's rights, child protection, safety, hygiene and participation, and on making and implementing school development plans. Head teachers and deputy head teachers have also been given further training in planning and results oriented school management and leadership. Senior teachers have received training in child rights, protection, safety and hygiene; and guidance and counselling. Senior women teachers have specifically acquired and passed on skills of how to make sanitary pads – a practice that has contributed to retention of girls in school.

As a result of awareness raising for quality education, parents and communities in the pilot schools have, more than ever before, contributed in cash and in kind towards construction and refurbishing of teachers' houses, latrines and classrooms, improving school compounds, and formulation of by-laws for child safety and protection. In Karamoja, the community has become especially active in providing security to the schools during ethnic skirmishes and cattle raids.

Through promotion of child rights and child-led initiatives, children have been given a voice and have participated in school level and interschool activities and competitions to raise awareness and advocate for child rights and to prevention and care of HIV and AIDS affected and infected persons. Children have had some influence on school policies and regulations through their participation in the formulation of school rules and regulations, the election of prefects, class monitors and games captains, and in leadership of their co-curricular clubs. These and other related activities have developed children's social skills and contributed to their personal development and enhanced their self-esteem.

The project has had some unintended results over the course of its implementation. These are mostly a result of the project having an impact beyond its target area or outside its target group. Among the observed unintended results is that District and Sub-county Task forces originally created to support QEP pilot schools have extended their support to all schools in their sub-counties. Through the District Education Officers, the District Inspector of Schools and the Centre Coordinating Tutors who work with schools in their respective districts, some QEP promising practices have penetrated other schools (e.g., the requirement for all schools to have a school development plan that is developed through a participatory process and enhanced guidance and counselling support to children).

Furthermore, skills taught to girls on how to make sanitary pads have been introduced in other non-QEP schools and their communities have benefited other less advantaged girls and women who have learnt to make and use low-cost sanitary pads. This has further led to increased girls enrolment in many other schools that were not part of QEP.

Generally the project was considered cost effective within the limits and challenges in the context of its implementation. According to the Country Director of SCiU, the issue of cost effectiveness is regarded as an on-going process and not an easy process considering the conditions within which the project works.

Though the project has largely been successful, it is apparent that it would have had more positive results if the scaling up of the project to more schools had been done with a commensurate increase in the amount of funds disbursed. Moroto Core Primary Teachers' College (which now also covers Kotido district) received UGX 100,000,000 at the beginning when the project was piloted in 5 schools. However after the initial success it was scaled up to 10 schools, and later 20 after some schools in Kotido district was included in the project, without any increase in funds. This meant that funds were spread thinly on the ground and the support that the initial 5 schools received at the beginning could not be matched. There were less

learning and teaching materials to go around and the money for infrastructural support was limited. Furthermore some of the educational clubs and activities like interschool debate competitions, lost their initial vigour because the schools could not maintain them at the same level of vibrancy with less funding.

### **15.5 Conclusions and Recommendations**

The Quality Education Project has managed to fully adapt to existing systems within the education structure in Uganda, a fact that has contributed to the impact it has had on the schools and communities in which it is being implemented. QEP has had impact in a number of areas and is gradually influencing policy and practice: At the district and school levels, the QEP participating core Primary Teachers' Colleges and District Inspectors of Schools are already introducing QEP practices in teacher training courses. QEP has increased community participation in activities to promote quality in education and increase participation in the formulation processes of by-laws for child safety and protection. QEP has provided train teachers with guidance and counselling skills and has promoted children's rights and child-led initiatives, giving children a voice and opportunity to influence decisions at the school level.

There have also been some unintended impacts of the project, including the development of skills and provision of materials to senior women teachers and girls to make reusable sanitary towels which contributed to retention of girls in school and the roll out of these skills to other non-QEP schools to benefit other less advantaged girls and women. Furthermore, task forces originally intended to support QEP pilot schools have extended their support to all schools in their sub counties. Through the District Education Officer, District Inspector Of Schools and Centre Coordinating Tutors who are mandated to work with all the schools in their respective districts, some QEP promising practices have penetrated other schools – for example, the requirement for all schools to have a school development plan that is developed through a participatory process, and guidance and counselling services.

The fact that the good practices have been incorporated into central and local government education policies means that the sustainability of the project is largely assured. Observations in Iganga showed that, although the funding from SCiU has ceased, many of the QEP activities are still being carried out throughout the district.

Since the project closes at the end of the year (2010) it is unlikely that any recommendations will be acted upon. However some changes could help improve project delivery, such as improved project monitoring and supervision by increasing the number of people responsible for monitoring. Alternatively, complementary monitoring systems could be used like using the school administration. Partly due to differences in financial years in Norway and Uganda and partly due to the fact that there is a lot of bureaucracy that has to be dealt, disbursement often comes late, creating problems for carrying out some activities. One way to avoid these problems would be to streamline disbursement of Project funds to the district local governments.



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### Cooperation

- 11.98 Norwegian Assistance to Countries in Conflict
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- 13.98 UNICEF-komiteen i Norge
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- 2.99 International Planned Parenthood Federation – Policy and Effectiveness at Country and Regional Levels
- 3.99 Evaluation of Norwegian Support to Psycho-Social Projects in Bosnia-Herzegovina and the Caucasus
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- 5.99 Building African Consulting Capacity
- 6.99 Aid and Conditionality
- 7.99 Policies and Strategies for Poverty Reduction in Norwegian Development Aid
- 8.99 Aid Coordination and Aid Effectiveness
- 9.99 Evaluation of the United Nations Capital Development Fund (UNCDF)
- 10.99 Evaluation of AWEPA, The Association of European Parliamentarians for Africa, and AEI, The African European Institute
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- 9.00 “Norwegians? Who needs Norwegians?” Explaining the Oslo Back Channel: Norway’s Political Past in the Middle East
- 10.00 Taken for Granted? An Evaluation of Norway’s Special Grant for the Environment
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- 2.02 Evaluation of the International Humanitarian Assistance of the Norwegian Red Cross
- 3.02 Evaluation of ACOPAMAN ILO program for “Cooperative and Organizational Support to Grassroots Initiatives” in Western Africa 1978–1999
- 3A.02 Évaluation du programme ACOPAMUn programme du BIT sur l’« Appui associatif et coopératif auxInitiatives de Développement à la Base » en Afrique de l’Ouest de 1978 à 1999
- 4.02 Legal Aid Against the Odds Evaluation of the Civil Rights Project (CRP) of the Norwegian Refugee Council in former Yugoslavia
- 1.03 Evaluation of the Norwegian Investment Fund for Developing Countries (Norfund)
- 2.03 Evaluation of the Norwegian Education Trust Fund for Africa in the World Bank
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- 1.05 –Evaluation: Evaluation of the Norad Fellowship Programme
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- 2.09 Evaluation: Mid-Term Evaluation of the Joint Donor Team in Juba, Sudan
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- 4.09 Study Report: Norwegian Environmental Action Plan
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- 7.09 Evaluation: Evaluation of the Norwegian Programme for Development, Research and Education (NUFU) and of Norad’s Programme for Master Studies (NOMA)
- 1.10 Evaluation: Evaluation of the Norwegian Centre for Democracy Support 2002–2009
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- 6.10 Study: Evaluation of Norwegian Business-related Assistance Uganda Case Study
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- 9.10 Study: Evaluability Study of Partnership Initiatives
- 10.10 Evaluation: Democracy Support through the United Nations
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